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TOWN OF GARNER

Review and Appraisal of the Town's Overall Organization and Management Structure, Management Decision-Making Process and Procedures, and the Town's Growth and Development Functions Including The Use of Citizen Boards and Commissions

Prepared For:

Mayor and Board of Aldermen

JUL 20 1981

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January, 1981

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INTRODUCTION

The primary purpose of the 701 study effort is to review and appraise the Town's operating departments which most closely relate to the ability of the Town to properly plan, program, and monitor the orderly growth and development of Garner, including an evaluation of the citizen participation mechanisms utilized in providing citizen input into the Town's growth and development process. In addition, this study examines and presents recommendations for improving the Town's overall organization and management structure, including the management decision-making (policy making) process and procedures. With an improved decision-making process and procedure, including a more effective overall governmental organization and management structure for improved service delivery, the capability of the Town to properly manage its growth and development and to improve the quality of life for its citizens will be significantly strengthened.

This study is organized to include the following work study elements:

- Overall Structure and Organization
- Management Practices and Procedures
- Community Development Functions

Each work element is organized into two (2) parts, Part I, Current Situation, reviews and appraises the current operating structure, functions and responsibilities, methods and procedures (where appropriate), and allocation of manpower and equipment.

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Particular problems and needs as related to each of these areas of operation are delineated including a presentation of related cost-benefit factors, as may be appropriate. Part II, Recommendations and Alternatives For Improvement, presents particular (specific) recommendations and/or appropriate alternatives for improvement.

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I

OVERALL STRUCTURE AND ORGANIZATION

Part I

Current Situation

A. Introduction

This work element evaluates the current structure and organization of the Town of Garner for the purpose of identifying possible overall realignments and improvements in the existing structure. With the present tight economic market and in an era of spiraling prices, many local governments throughout the country are now seeking ways to improve their overall management capability for assuring the most effective utilization of current resources. Of particular importance in this regard, is the development of an organization and decision-making process capable of the most effective resource allocation as related to critical community problems and needs.

B. Principles of Organization

As a basis for analyzing the present organization and structure of the Town government, there are several practical standards by which the Town's administrative organization and structure can be judged. Among the more important criteria for making such judgments are the following:

1. Separation of Legislative and Executive Functions

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1. Separation of Legislative and Executive Functions

The organizational structure of most cities today reflects a separation of legislative and executive functions. The legislative function is that of making policy through the enactment

of ordinances, resolutions, rules and regulations. The executive function is to administer and supervise programs and operations designed to implement policies. Policy formulation is the responsibility of the governing body. Execution of policy is the responsibility of the chief executive, who may be elected as in the case of a mayor or appointed as in the case of a city (or town) manager.

This separation of legislative and executive responsibilities is analogous to the private enterprise corporate structure in which a board of directors determines policy, and the chief executive officer, usually the president or the plant manager, carries out the policies established by the Board.

The vesting of both legislative and executive functions in the governing body is a carry-over practice from pre-World War II, and even earlier when local government was not as complex as it is today. During that period elected officials had more time for concentrated attention to the details of local government. Today however, the sheer volume of perfunctory business that would come before a governing body would preclude it from giving enough time and attention to the broad policy issues facing the community.

The intermingling of the legislative and executive functions normally leads to a lack of administrative accountability as well as a general diffusion of authority and responsibility throughout the various units and agencies of the organization. In such instances, there is often buckpassing, inability to pin-point specific responsibility, involvement in operational details, and lack of unity within the structure, all of which cause delay in the resolution of matters and impedes administration by appointed

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officials.

2. Executive Direction and Accountability

There should be only one top executive within the organizational structure. He should be responsible to the legislative body for the efficient and effective administration and operation of the various departments, units and agencies of the municipality. The use of committees for the purpose of administration has not proven effective. For purposes of management, boards and commissions usually turn out to be failures. As an administrative mechanism, they are inevitably slow, cumbersome, wasteful, and ineffective and do not lend themselves readily to cooperation with other agencies of the government. Almost without exception, the well-managed administrative units of local government are headed by a single executive. This precept involves the principles of "unity of command" and "unity of direction". The more completely an individual has a reporting relationship to a single superior, the less the problem of conflict in instructions and the greater the feeling of personal responsibility for results.

3. Precise Lines of Command

The more clear the line of authority from the top to the bottom of the organization, the more effective will be responsible decision-making and communication. Each group of related activities should be the responsibility of a qualified official, who is in turn directly responsible to the chief executive officer of the municipality. The best known type of formal organization is a "scalar" or hierarchical structure. Coordination is achieved

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3. Fewer Lines of Command

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through the subordination of its parts to central authority. By contrast, a "lateral" or horizontal organization depends upon mutual agreement and consent to achieve coordination. Its members must bargain and compete with each other. Such a system of organization lacks its own formal means of preventing friction, strife and disruptive action.

The organization must be a consciously coordinated, cooperative system. It is a group of persons, some or all of whose activities must be coordinated. As a system, the organization will be held together by some common purpose, by the willingness of certain people to contribute to the operation of the organization or by the ability of such people to communicate with each other. There is however, a limit to the number of persons and/or activities that one supervisor can effectively manage. The exact number, however, will vary according to the nature of activities involved in each particular circumstance and/or the individual's particular abilities.

The authority delegated to a manager or to the department head should be sufficiently adequate to enable him to accomplish the results expected of him. Channels of communication must be definitely known. This can only be accomplished by fixing and publicizing the authority of both positions and persons. Objective authority also requires a definite, formal channel of communication to every member of the organization. Everyone must have a definite, formal relationship of subordination to someone else in the organization. The lines of communication should be as direct and short as possible. The competence of persons serving as communication

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centers, i.e., supervisory heads, must be adequate.

4. Functional Grouping of Activities

This involves the principle of division of work. With a given system of tasks or activities required to obtain goals, the more the organization accurately reflects a classification of these tasks and assists in their coordination through creating a system of interrelated roles, the more effective and efficient the organization will be. Activities should be organized into as few functional units as possible in order to achieve an uncomplicated administrative and operational structure. Clearly defining the exact role of a position or a department will facilitate the contribution of employees toward the organization's goal.

In assigning the functions to groups of people, the first principle is homogeneity. The classification of activities may center on the similarity of four basic factors. These are: the purposes the functions serve, the processes that they utilize, the persons or things that they deal with, and finally, the place where they are performed.

In addition, consideration must be given to the delineation of "line" and "staff" functions. Line and staff functions may be best distinguished in terms of whether or not they represent the specific delivery of a service or are supportive of the direct delivery of services. Purchasing, for example, is a support function. Street construction and maintenance or garbage collection are line functions in that they represent services being delivered.

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5. Administrative and Public Accountability

This principle focuses upon the authority-level concept. The maintenance of authority delegation requires that decisions within the authority competence of the individual, supervisor or department head be made by him and not referred upward in the organizational structure. Authority, therefore, should be commensurate with responsibility at every level of supervision, and all supervisors should be held strictly accountable to the next higher level for the results of their activities or operations. It is not enough to hold department heads accountable for certain activities, but it is also essential to delegate to them necessary authority to discharge their assigned responsibilities. The person who is charged with exercising authority should have absolute responsibilities within the defined terms of the authority delegated. In short, at all levels, authority and responsibility should be coterminous and co-equal.

C. Present Organization

The following sections evaluate the Town's present administrative organization and structure. The various principles of organization just reviewed will be applied in this evaluation.

1. Policy Leadership

The legislative and executive functions of the Town of Garner are separate responsibilities. Policy leadership is exercised by the Mayor and Board of Aldermen. Administrative direction is exercised by the Town Manager. The Mayor and Board of Aldermen are responsible for the formulation of policy through the enactment

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of laws, ordinances and administrative regulations. They do not exercise administrative direction and control over the Town's various departments, units and agencies. The Board of Aldermen appoints two (2) Town officers, the Town Manager, and the Town Attorney.

It should be pointed out here that the Town of Garner operates under the Council-Manager form of government, which is one (1) of two (2) forms of government open to the Town under State statutes (Article 5, Part 4 of Chapter 160A). Under the Council-Manager form of government, the legislative (policy making) functions are vested in the Board of Aldermen and the administrative functions are the responsibility of the Town Manager.

The Board of Aldermen basically and generally operates as a single unit in its determination of policy or by providing policy direction. Two (2) basic schools of thought exist with regard to this matter. One school of thought subscribes to the concept of organizing the Board into various standing committees (such as Finance, Public Safety, Public Services, and the like) for the purpose of providing Board liaison in the development of administrative details and matters. The other school of thought subscribes to the concept that the Manager should be solely responsible for the development of administrative recommendations void of potential "interference" from representatives of the governing body. In actual practice, North Carolina cities and towns follow a mixed system, i.e., many municipalities operate under the "standing" committee concept while many others do not. There are advantages and disadvantages for both systems. The primary disadvantage to

the standing committee concept is that legislative members can potentially become "entrenched" in administrative matters weakening the administrative authority and competence of the Manager. In Garner, the Board members are assigned to administrative committees only on a "special purpose" basis.

In brief, the Board of Aldermen has confined itself to its appropriate legislative role of passing or amending policies initiated by itself or by the professional staff and then exercising over-sight and control over the Town's administration to assure effective implementation of its policies.

2. Single Executive

As indicated in the introduction, there should be only one top executive within the organizational structure and he should be responsible for the efficient and effective administration and operation of the various departments, units and agencies of the Town. Under the present structure of the Town government, the Town Manager is the single appointed executive. Article IV, Section 4.2 of the Garner Town Charter states:

> "The Board of Aldermen shall appoint a Town Manager who shall be the administrative head of Town government, and who shall be responsible to the Board for the proper administration of the affairs of the Town. The Town Manager shall hold office at the pleasure of the Board of Aldermen, and shall receive such compensation as the Board shall determine. In exercising his duties as chief administrator, the Manager shall:
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> A. Appoint and suspend or remove all Town officers and employees not elected by the people, except the Town Attorney and those whose appointment or removal is otherwise provided for by law, in accordance with such general personnel rules, regulations, policies or ordinances as the Board may adopt.

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B. Report to the Board of Aldermen each appointment or removal of an officer or employer at the next board meeting following such appointment or removal.

C. Direct and supervise the administration of all departments, offices, and agencies of the Town, subject to the general direction and control of the Board, except as otherwise provided by law.

D. Attend all meetings of the Board, unless excused therefrom, and recommend any measures that he deems expedient.

E. Prepare and submit the annual budget and capital program to the Board.

F. Keep the Board fully advised as to the financial condition of the Town and annually submit to the Board, and make available to the public, a complete report on the finances and administrative activities of the Town at the end of the fiscal year.

G. Make any other reports that the Board may require concerning the operation of the Town departments, offices and agencies subject to his direction and control.

H. Perform any other duties that may be required or authorized by the Board, or as required by law."

This type of single executive organization is designed to provide unity of administration and pin-point responsibility for action. It provides a clearly defined role between the legislative and executive branches.

D. Administrative Organization

The present administrative organization and structure of the Town of Garner is divided into seven (7) primary departments, not including various boards and committees, branch library director, attorney and auditor (See Figure 1). The organization can be described as basically a modified-flat or lateral type of structure (See Figure 2). While the present organizational structure cannot be described as "extremely" broad, it can be considered to be at or

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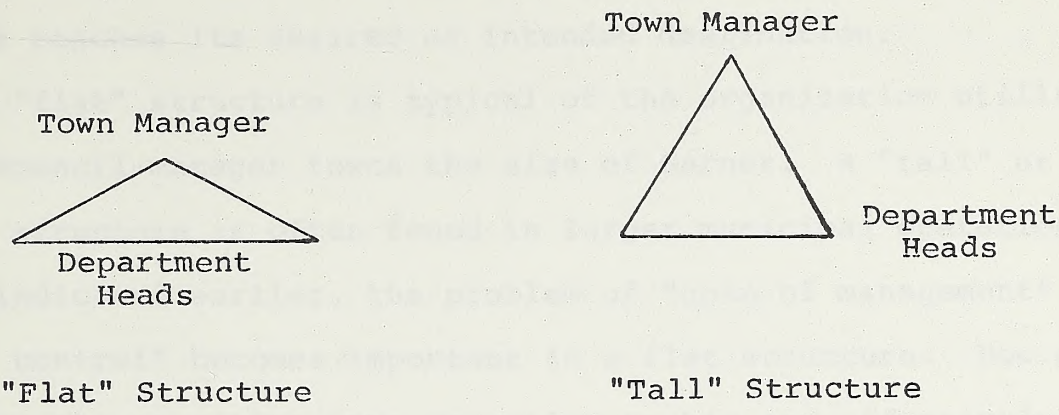
above the upper limits whereby many positions at the same hierarchical level report directly to the manager. This type of organization may be contrasted with a tall or vertical (functional) structure in which coordination is achieved through subordination of its units to central authority and direction.

FIGURE 2



"Flat" Structure "Tall" Structure

There are advantages and disadvantages to both types of organizational structures. The flat or lateral structure is concerned with the principle of "span of management." The flatter the organization, the more activities and/or persons for which the top administrator must be directly responsible. The optimum span of control depends upon the proportion of administrative time that can be spent on direct supervision as opposed to the time that must be spent on operational planning and control, general planning, and public relations. It is also subject to the individual managerial style of the executive and the total aggregate size and diversity of the operation.

A primary argument in favor of the flat or lateral structure is that employees are more motivated to produce if they enjoy the fullest possible degree of autonomy in their work. This necessarily implies a degree of freedom from supervision and consequently a wide span of supervision that is found in a flat structure. A further advantage of a flat structure is that both the speed and accuracy of vertical communications should be enhanced. Since information

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The "flat" structure is typical of the organization utilized in most council-manager towns the size of Garner. A "tall" or vertical structure is often found in larger municipal operations.

As indicated earlier, the problem of "span of management" or "span of control" becomes important in a flat structure. How many people can the executive have reporting to him and effectively accomplish the duties and responsibilities of his position? It has been suggested by management theorists that the "higher-up" in the organization a manager goes, the fewer the people who should report directly to him; a maximum of five to seven seems to be the limit if other executive duties are to be satisfactorily accomplished.

It would appear, based upon this management concept, that the organizational structure in Garner is at or just above what is considered to be a reasonable span of management control. There may be some justification, therefore, in considering some functional reorganization or departmental consolidation (assuming that it would be needed and practical to do so) in order to reduce the number of positions reporting to the Town Manager. It must be kept in mind that the Town Manager has numerous reporting relationships (some of which are shown in Figure 1) outside the direct departmental command relationship.

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Related activities and functions should be grouped together. They may be grouped according to the purposes they serve, the processes that they utilize, the things that they deal with, or

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Generally (with some exceptions), Garner is structurally organized so that related functions and activities are combined into single (integrated) departments, i.e., the public works department with its functions of park maintenance, sanitation, streets, street drainage, maintenance, and utilities, and the finance department which includes accounting, revenue collections, data processing, purchasing and utility billing. Some functions which are divided in many municipalities are combined into a single functional department in Garner. An excellent illustration is the public works operations, and specifically the utilities function. Many municipalities place the water and sewer maintenance and construction functions in a separate utility department. The proper grouping of related activities as in the case of the utilities functions offers potential cost savings in overhead and manpower utilization. It saves the Town the expense of having to provide separate office and facility locations for such functions were they not combined. It also allows for more effective utilization of manpower and equipment through better scheduling and control as well as cross-utilization and maximizing the use of skilled personnel.

2. Fiscal Activities

The Town's various fiscal activities are combined into one (1) operating department, the finance department. This department exercises total supervision over the Town's financial func-

according to the place where they are performed. Municipal services are generally more related to the purposes they serve and the processes that they utilize. Line (service delivery) and staff (support) activities should be distinguished.

Generally (with some exceptions), Garner is structurally organized so that related functions and activities are combined into single (integrated) departments, i.e., the public works department with its functions of park maintenance, sanitation, streets, street drainage, maintenance, and utilities, and the finance department which includes accounting, revenue collections, data processing, purchasing and utility billing. Some functions which are divided in many municipalities are combined into a single functional department in Garner. An excellent illustration is the public works operations, and specifically the utilities function. Many municipalities place the water and sewer maintenance and construction functions in a separate utility department. The proper grouping of related activities as in the case of the utilities functions offers potential cost savings in overhead and manpower utilization. It saves the Town the expense of having to provide separate offices and facility locations for such functions were they not combined. It also allows for more effective utilization of manpower and equipment through better scheduling and control as well as cross-utilization and maximizing the use of skilled personnel.

2. <u>Fiscal Activities</u>

The Town's various fiscal activities are combined into one (1) operating department, the Finance department. This department exercises total supervision over the Town's financial func-

tions. This office is responsible for the disbursement of funds and for the receipt and collection of monies due the Town. The Town's central purchasing and warehousing operation (which is being installed at the present time) will be conducted through the finance department. All accounting functions are performed in this department. Data processing is a function of the finance department. The Town's present computer hardware is currently being converted to a more efficient system. The department is also responsible for the treasury function with respect to control and investment of Town monies. This department is presently responsible for customer services connected with utility services - establishing customer accounts, billing customer accounts, collecting utility bills and coordinating (only) meter reader services. Customer services including the coordination of meter reading services are proposed to be shifted to the utility division of the public works department. This function will not be shifted to utilities until the new computer system becomes operational.

3. Support Services

Certain activities of the Town may be classified as central service or support type functions. This classification is used since these activities represent general support functions for the entire government and are supportive of line operating functions. Such functions (in Garner) would include data processing, personnel administration, building maintenance, equipment maintenance, printing and duplication, and purchasing and warehousing.

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services" or support services. It is not suggested that such services be combined into one (1) support department for Garner. It is felt that this type operation would not be economical (since additional personnel and overhead costs would be required) nor is it needed at the present time in Garner.

Personnel administration is presently being performed by the Town Clerk; data processing and purchasing and warehousing are the responsibility of the finance department; equipment maintenance is the responsibility of the public works department; and building maintenance is presently under the Assistant Town Manager (primarily for Town Hall and the new public works complex).

Data processing and purchasing and warehousing are finance related and can be performed effectively in the finance department. Personnel administration cannot be performed effectively combined with the Town Clerk functions. One (1) person cannot perform both functions, particularly with the need to improve and expand the level of personnel services. Garner has reached the century mark (100 + employees) and a more professional level of personnel services needs to be provided. The Assistant Town Manager should not be required to personally supervise the building maintenance function (building maintenance mechanic). This detracts from the "best" use of his time and presently time is simply not available to properly supervise this position. Equipment maintenance should continue to be performed in the public works department.

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4. Line Operating Functions

The present organizational structure of the Town includes

three (3) "line" operating departments; the police, public works and parks and recreation department. These "line" departments are all headed by a department director reporting directly to the Town Manager. Presently, the Town contracts with the City of Raleigh for the provision of sewerage treatment services and with a volunteer fire group for the provision of fire services. Both arrangements are "cost effective" for the Town and should be continued. Fire services in the future will (in all probability) need to be provided by the Town, however, the present service arrangement is very satisfactory for the Town. There are no established criterion to determine when this should be done (in terms of size and make-up of the Town). Garner is a "bedroom" community of Raleigh (void of a major business or industrial area) and should be able to continue this arrangement for the next foreseeable future. The determining factor will be the extent to which a "volunteer" arrangement can continue to provide satisfactory services. Roswell, Georgia, which is a bedroom community of Atlanta, Georgia (and similar in make-up to Garner) presently operates with a volunteer fire arrangement. This is a city of 25,000 population.

The library system which serves Garner is a modified - Wake County Branch. The Town provides the library building facilities, maintenance of the facility and salaries of the library personnel. Wake County provides the technical supervision, policies and procedures for the operation of the Library, and provides for the library books and book technical services (ordering, cataloging, etc.). In other Wake County branch libraries, the municipalities provide for the salaries of library personnel, however, the library

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staff is part of the Wake County system. This arrangement, while apparently satisfactory at the present time, should be modified along the lines (generally) suggested by the recent library management study conducted by the County.

5. Community Development Functions

Under the present organization and structure, the Town of Garner has the responsibility for the performance of various activities which relate to its overall physical growth and development. These functions include engineering, planning and zoning, zoning enforcement, and code enforcement. Presently, engineering and planning are established as one (1) operating department and jointly use the secretarial position assigned as well as the engineering aide positions. In most municipalities these two (2) functions are generally organized as separate departments, each with its own operating staff. The present arrangement and system in Garner is considered excellent and is considerably more cost-effective over what is done in the typical municipality. Code enforcement (inspections and zoning enforcement) is established as a separate department.

The Town's community development functions are extremely critical to the continued growth and development and the overall viability of the Town. Garner, along with entire Wake County area, is one of the fastest growing regions (if not the fastest growing) in North Carolina and the Southeast. Garner's actual growth rate was approximately 10% per year or 100% between 1970-1980, and is projected to double again by 1990. The estimated population of Garner for the year 2000 is also expected to double over 1990. The

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typical municipal growth rate in North Carolina is 2-3% per year. With a growth rate of 2-3% per year, the community development functions are not nearly so critical as they are with consistent growth rates of 10% per year and above. All three (3) functions are closely interrelated, particularly the functions of planning, zoning, and zoning enforcement. Presently, the coordination between planning and engineering, and the code enforcement functions is not as effective as it should be. The combining and integrating of these three (3) functions into one (1) functional department appears to be an excellent opportunity for the Town. Other potential economies of operation (in addition to what is presently done in planning and engineering) with regard to the utilization of staffing could also be achieved.

6. Boards and Committees

The Town utilizes five (5) boards and committees, primarily in an advisory capacity, as related to the provision of certain direct services or in the administration and control of various community development activities, as follows: the Library Board of Trustees, which makes recommendations with regard to the provision of library services; the Parks and Recreation Committee, which advises on matters of a recreation and parks nature; the Board of Adjustment, which has final authority in the granting of variances and special use permits; the Housing Appeals Board, which hears appeals of the Chief Code Official with respect to the administration of the minimum housing code; and the Planning Board, which makes recommendations to the Board of Aldermen with regard to various development functions (site plan review, subdivision review,

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The above named boards and committees are commonly used in municipal government. The Town of Garner is fortunate in not having entrusted boards and committees with extensive operational or administrative authority. There is significant precedence in local government, however, for extensive utilization of boards, committees, and authorities for the provision of particular types of local government functions. Such use, however, tends to complicate the local government structure by adding additional and overlapping layers of governmental authority. Such entities tend to remove local governmental operations from the control of the electorate.

Although the various boards and committees in Garner are properly utilized, several recommendations will be made to strengthen and improve their use.

E. Administrative Accountability

Administrative and public accountability should be fully realized within the present organization and structure of the Town. It is easy to pin-point administrative accountability. The Town Manager reports to the Board of Aldermen, department heads report to the Town Manager and division heads report to the respective de-

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This organizational arrangement tends to centralize executive authority and direction. Decisions that fall within the authority competence of an individual department head or supervisor may be made by him instead of being referred upward in the organization. This approach prohibits an intermingling of legislative and executive responsibilities. Legislative officials determine policy; administrative officers execute the determined policy.

Summary

Structural organization is one of the most important factors in determining whether a government will have an effective and efficient operation or a poor one. A properly designed organization facilitates responsible government, encourages effective management and minimizes wasted effort and resources. In addition, proper organization tends to encourage participation by the voters, attract more capable men to public service and help them to operate more effectively after taking office. Capable and honest men can produce good government with a poor organizational framework, but the chances of success are materially reduced. Likewise, persons not so qualified can produce poor government within a good structure, but they cannot avoid the responsibility for failing to do a good job.

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The current overall organizational structure of the Town of Garner is actually designed much better than is normally found in municipalities of comparable size. The legislative body is responsible for establishing policy with centralized executive leadership vested in the Town Manager. Departmental operations are generally established and consolidated along functional lines.

The primary deficiencies in the Town's present overall organization and management structure relate to the need for combining and integrating the community development functions and the need to strengthen the Town's staff support services, personnel administration, budgeting, and performance evaluation. These recommendations will be dealt with in subsequent work elements of this study. In addition (and of a less critical nature), the building maintenance function should be shifted to a more appropriate location where effective control and supervision can be provided.

The strengthening and realignment of the Town's organization and management will also reduce the Town Manager's span of management control to more manageable porportions. The present span of control is considered to be above the "upper" manageable limits, particular when the voluminous number of other direct relationships are considered.

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Part II

Recommendations For Improvement

This section presents a general discussion and analysis of the recommended overall organizational structure of the Town of Garner. Figure 1, presents the present organizational structure, and Figure 3 presents the recommended structure.

Figure 1 shows that seven (7) departments and offices report directly to the Town Manager, not including the Assistant Town Manager, various boards and committees, attorney, branch librarian, and other reporting relationships. Presently, the Utilities Superintendent and Planning Administrator functionally report to the Town Manager. These two (2) positions organizationally report to the Public Works Director and Town Engineer respectively. The operating departments or offices are shown as follows:

- Town Clerk's Office
- Parks and Recreation
- Finance
- Police
- Public Works
- Engineering (and Planning)
- Code Enforcement

Two (2) major weaknesses exist with regard to the present functional and organizational structure of the Town, as follows:

1. <u>Need For Realignment of Various Staff Functions</u>

   Various staff functions now handled by the Assistant

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Town Manager should be shifted as follows: The property and casualty insurance responsibility should be shifted to the finance department; the specifications responsibility should be placed in the purchasing office; and the capital improvements program should be organized as a part of the proposed new Administration component of the Town Manager's office (see Figure 3).

The Town Clerk's office is presently overloaded. Consequently, some functions now being performed, primarily personnel administration and some clerk functions (indexing of minutes), are not being performed at the level and degree of professionalism that they should. It is recommended that the personnel function be transferred to the proposed new administration component of the Town Manager's office (see Figure 3). It is also recommended that the various fringe benefit services be transferred to the finance department (Group Health, Life, Workmen's Compensation and Retirement).

2. Combining and Integration of the Town's Community Development Functions

The Town's Community development functions (as indicated earlier) are presently organized into two (2) separate departments, Engineering and Code Enforcement. It is recommended that these very critical growth and development functions be combined into one (1) operating department. With the continued growth of Garner (projected at 200% over the next 20 years), this reorganization should significantly enhance the coordination and control of these growth and development oriented functions.

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Figure 2 presents the proposed changes in the Town's

overall functional organization and structure as mentioned above. The proposed new operating component (Assistant Town Manager for Administration) of the Town Manager's office is recommended to bring together into one (1) operating entity, the following management functions:

° Personnel Administration

- Employment (recruitment, screening, testing, etc.)
- Records (master employee files)
- Training (coordination of programs)
- Employee Relations
- Pay and Classification Administration
- Personnel Policies
- Surveys (salaries, benefits, etc.)
- Other

° Budget Preparation, Review and Analysis

- Preparation of operating budget program and methodology (performance budgeting)
- Preparation of Forms and Format (coordination with finance department)
- Development of Performance and Impact Measures
- Training and Orientation (departmental officials)
- Review of Completed Budgets (coordination with finance department); review with Town Manager and Assistant Town Manager
- Budget Analysis (program review)
- Preparation of Capital Improvements Program (annually)

The Assistant Town Manager for Administration would not possess command authority as such but would carry the full weight and authority of the Town Manager in the discharge of the above management functions. This position would also serve as Chairman of the Grant Review Board (see the Finance and Utilities Memorandum)

° Performance Evaluation

- Monitor budget performance (accomplishment of work program objectives)
- Preparation of monthly performance reporting format; training and orientation
- Preparation of Quarterly Performance Report to Board of Aldermen

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* Performance Evaluation

  - Monitor budget performance (accomplishment of work program objectives)
  - Preparation of monthly performance reporting format; training and orientation
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The role of the Assistant Town Manager for Departmental Operations in the new organizational structure is primarily to reinforce the Town Manager in departmental operations. The Assistant Town Manager would not possess command authority in the same sense that one (1) or more operating departments would be reporting to him. He would, however, possess delegated authority from the Manager (carrying the full weight of the manager) in the discharge of these functions to include the review and assessment of departmental problems, initiating operational studies, carrying out improvements, coordinating interdepartmental projects, and departmental liaison and coordination in general. This position is also envisioned to head up the proposed Safety Review Committee (see Finance and Utilities Memorandum). One (1) of the Assistant Town Manager's would also serve as the Town Manager in the absence of same.

The building maintenance function is proposed to be placed in the public works department. This department can more effectively direct, assign, and coordinate and monitor this position. In addition, the building maintenance mechanic can be utilized in other maintenance tasks during slack periods.

It is recommended that the Town implement the above mentioned changes in its functional organization and management structure within the next 1-3 years.

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FIGURE I
Current Organizational Structure
Town of Garner

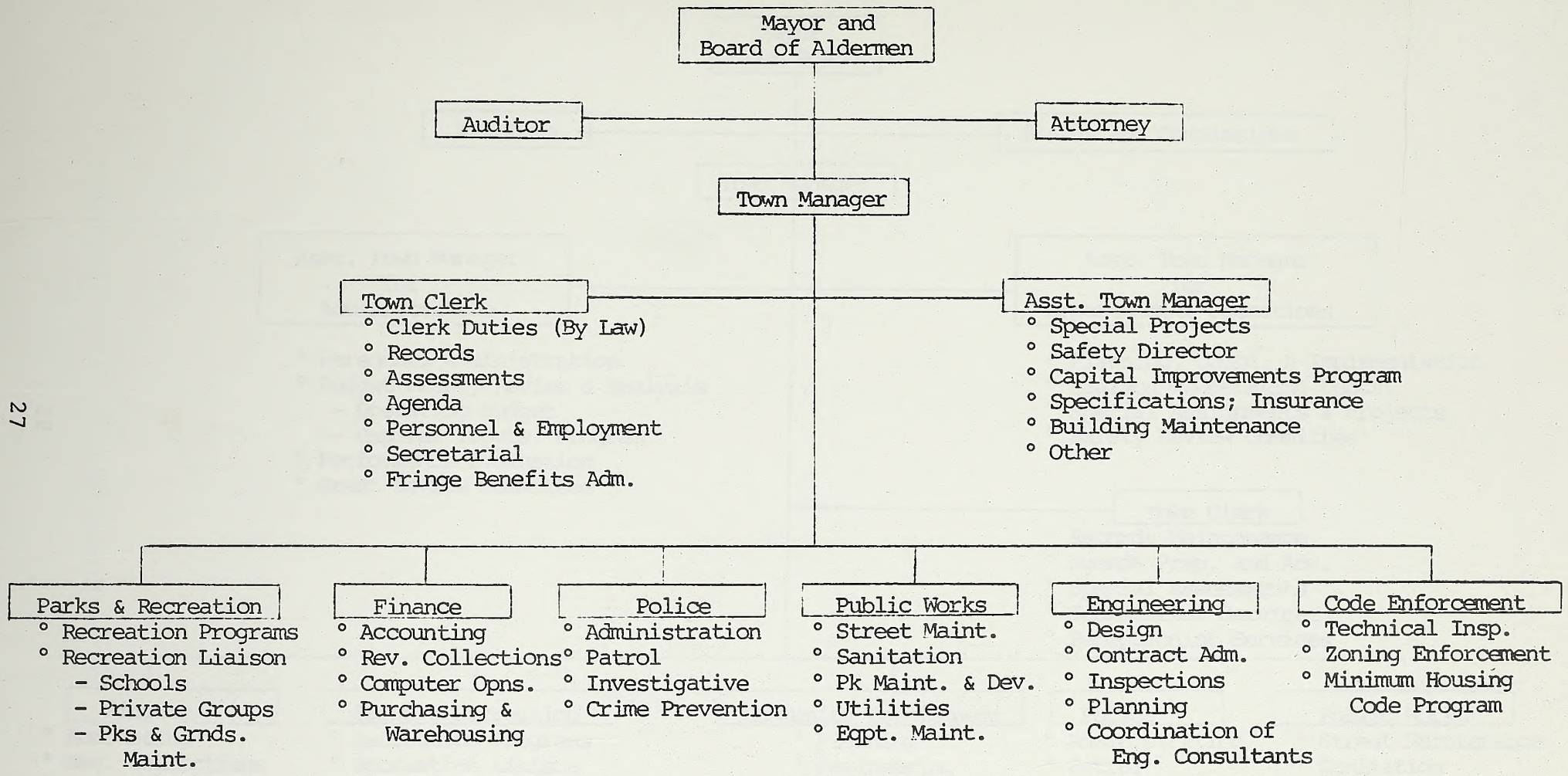
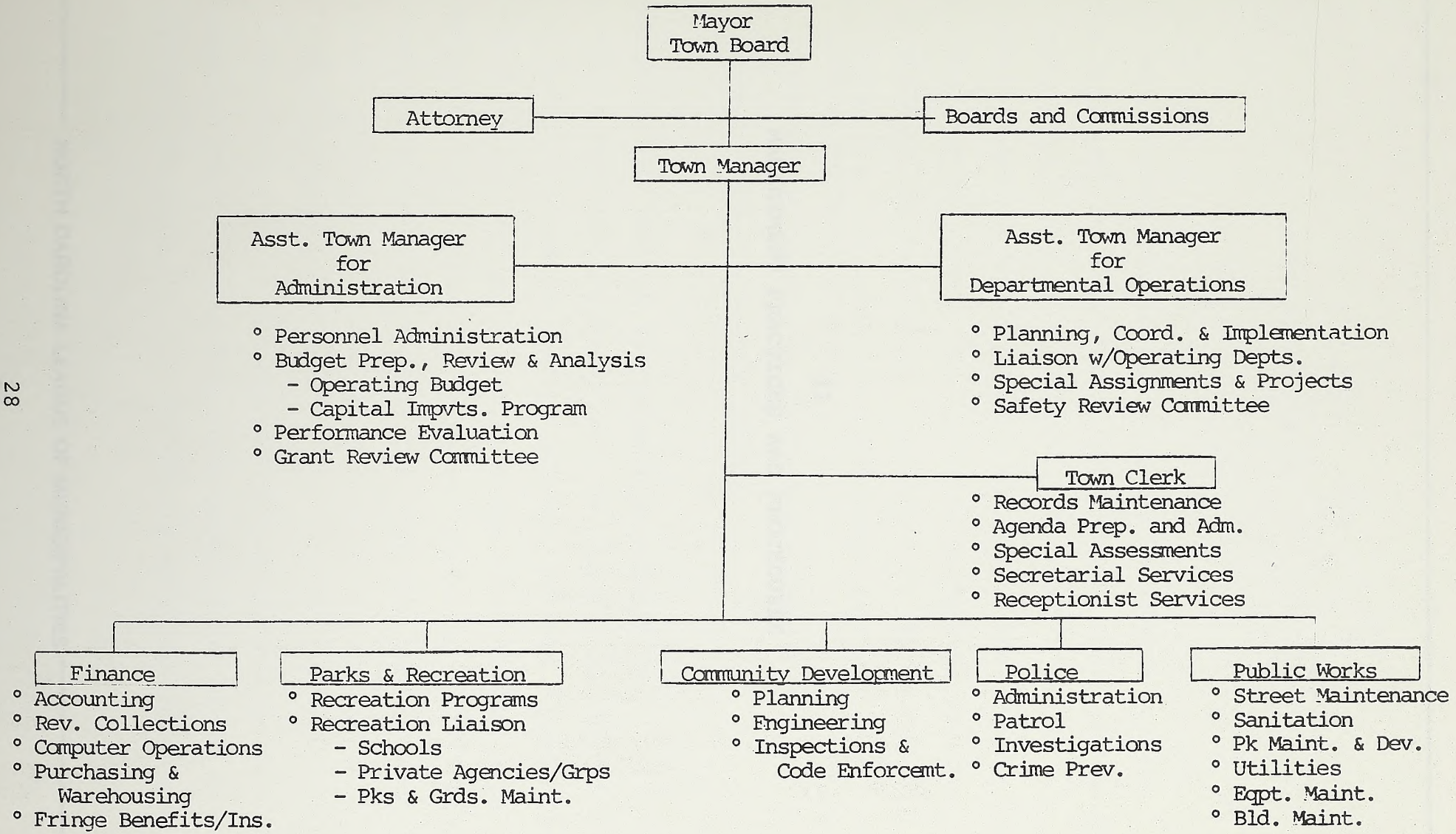


FIGURE 3
Proposed Organizational Structure
Town of Garner



II

MANAGEMENT PRACTICES AND PROCEDURES

Part I

Current Situation

A. Introduction

This work element reviews and assesses the Town's primary management practices and procedures, and presents recommendations for strengthening the Town's management and decision making process. Special emphasis is placed upon the Town's decision making process. This element covers the following management systems:

- Decision Making Process (Management By Objectives)
- Budgeting (Program-Performance Budgeting) - Capital Improvements Programming
- Performance Evaluation (Performance Reporting)
- Policies and Procedures (Manual)

B. Decision Making Process (Management By Objectives)

The Town's decision making process is viewed from the total context of developing the capability to plan, program budget, implement, monitor, and evaluate Town programs and projects. The Town's management procedures (shown above) should be "built" around this process. The steps involved in the "decision making" process are presented, as follows: (see Figure 4)

1. Needs Assessment

The first step in the process is concerned with identifying and delineating total town/communicy needs, information sources, public agencies involved and with developing tentative program groupings.

Part I

Consultation

A. Introduction

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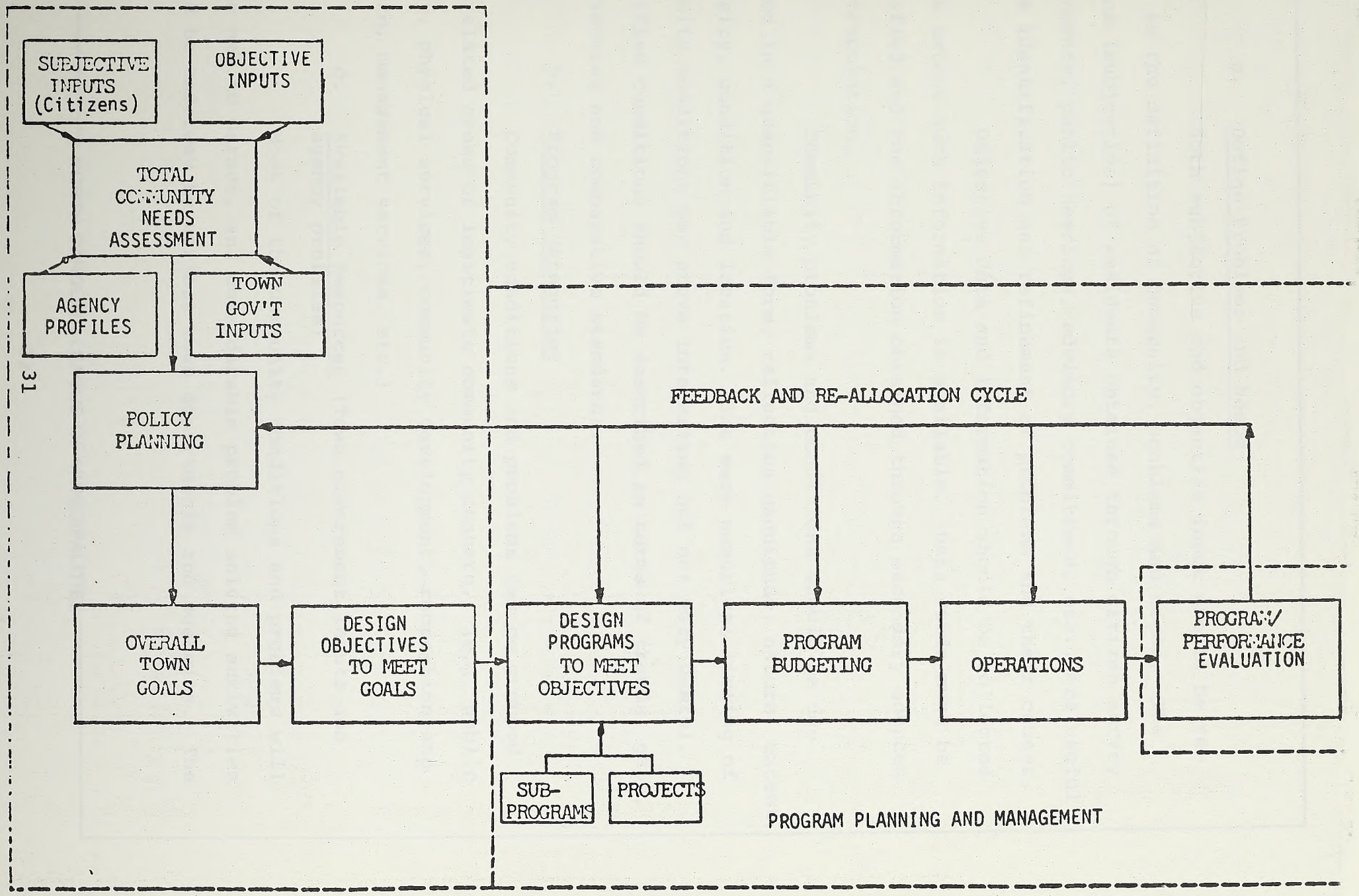
FIGURE 4

DECISION MAKING PROCESS



a. Define Problems and Needs

Both subjective and objective input should be secured in the definition of community, problems and needs. The options (subjective) of residents obtained through citizen survey instruments, public hearings, advisory committees, etc., are useful in the identification and refinement of problems and their causes.

Objective data and information should be collected to the extent such information is available. Data voids must be identified and the information obtained through secondary sources or extrapolation.

Community problems and conditions should be described in a quantifiable form, reflecting magnitude, nature, extent, intensity, condition and location. The mere numerical listing of community conditions may prove interesting but not very useful. Identified conditions should be described in terms of trends, gaps, deficiencies and comparative standards.

b. Program Categories

Community conditions and problems can be grouped into related areas of legitimate community concern. (e.g. public safety, physical services, community development, recreation and culture, management services, etc.)

c. Available Resources (Town government inputs and agency profiles)

Most of the community conditions and problems will not be new to Garner, and considerable problem solving activities should be underway by various town departments and agencies. The

a. Define Problems and Needs

Both subjective and objective input should be secured in the definition of community problems and needs. The options (sub)sector) of resources obtained through citizen survey instruments, public hearings, advisory committees, etc., are useful in the identification and refinement of problems and their causes.

Objective data and information should be collected to the extent such information is available. Data voids must be identified and the information obtained through secondary sources or extrapolation.

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b. Program Indicators

Community conditions and problems can be grouped into related areas of legitimate community concern. (e.g. public safety, physical services, community development, recreation and culture, management services, etc.)

c. Available Resources (Town government inputs and agency priorities)

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total range of available resources for each program category should be described and quantified in terms of service level and performance output, financial support, facilities, manpower, equipment, etc. An agency profile should be prepared for each department, agency and organization. This study can be utilized for purposes of the agency profiles.

d. Achievements

This concerns an assessment of the progress or achievement being made toward the solution of community problems within each area. Quantifiable impact data, to the extent available should be presented to describe how and to what extent current resources deal with problem areas and community needs. (e.g. in public safety, the amount of percentage decrease in burglaries)

e. Statements Reflecting Community Problems and Needs

Existing community problems and conditions can be documented in graphic and narrative statements that present a total picture of community needs within Garner. These statements could be combined in the form of a "state of the town/community" report to show existing conditions, future developments, problem analysis, causes, constraints, perpetuating factors, and other essential information necessary for selection of priorities and determination of goals and objectives.

Relative priorities for classes of problems should be recommended (i.e., "urgent" priority, "top priority", "intermediate priority", or "low" priority.) A refined priority system can be developed when the cost of solution vs. non-solution can be esti-

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mated and when choices can be forced.

2. Policy Planning

Policy planning is concerned with the initial steps of planning in which determinations are made as to what kind of community is desired and the courses of action necessary to attain it.

a. Overall Town Goals

The quantification of community problems, analysis of available resources, and tentative priority rankings, will provide a basis for setting overall Town goals. Goal statements will seem vague and empty (e.g., to provide suitable streets for the community) unless accompanied by a statement of strategy(s) to be followed. For example, "to provide suitable streets by resurfacing all streets with good foundations." The selection obviously depends upon Town policy decisions.

b. Priority Establishment

This task concerns the establishment of priorities, taking into consideration citizen input and the views of the elected governing body and the Town's executive management.

c. Design Objectives To Meet Goals

This task concerns a determination of the level of effort that the Town will undertake over a period of time in order to achieve an established goal within a given program area according to the selected priority sequence. Objectives should be stated in quantifiable or measurable terms. These quantitative measures should be stated in terms of the specific program output and impact which are based on indications of community conditions and problems.

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An objective should specify:

-- how much. . . . . .quantity
-- of what . . . . . .quality
-- is to be done . . . . . .method
-- by whom . . . . . .implementor
-- for or to whom or what. .object or beneficiary
-- by when . . . . . .time frame
-- at what estimated cost. .resource input

An example (illustration only) of an objective to meet a general goal in public safety might be to "reduce the incidence of burglaries to ____per cent by increasing car patrols by ____ uniformed officers at an estimated annual cost of $_____.

3. Program Planning and Management

This element concerns those activities in the decision making process involving the translating of objectives into action plans, determining funding requirements, selecting funding strategies, deciding the management framework and system, initiation, implementation and monitoring of programs.

a. Design Programs To Meet Objectives

This task deals with the design of programs, on a program by program basis, what activities will be initiated to achieve the program's objectives, including scheduling, reporting and budgeting.

Each program design should narratively describe at least the following:

- A general statement and analysis of need.
- The purpose and beneficiary (i.e., what is the target of the program?).
- General plan - (what are we going to do and how are we going to go about it?).
- A time table - (time phasing and lead time).

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- Funding strategy - (what is the best combination of funding sources, considering the linking of programs, maximizing matching opportunities, obtaining trade-offs, etc.).
- Administration - (who is going to run it and how?).
- Coordination - (how does this activity link in with other agencies and activities associated with the project?).
- Evaluation - (a brief statement describing how the project will be evaluated).
- Citizen participation - (how are citizens going to be involved (if any) and how have they been involved?).
- Budget - (the project budget requirements including personnel, material, travel, equipment, etc.).

b. Program Budgeting

The task here is to design, develop and implement the program budget detail, including format, and procedures for projecting funding (both operating and capital) for all program areas on an annual basis. Subtasks will include determination of activity requirements, preparation and submission of program budget requests including agency work performance and impact data; evaluate budget requests, including performance and impact data, community goals and objectives, and revision and final adoption of program budget.

c. Operations

This element covers program implementation and concerns activity initiation, operation and monitoring. Depending upon the nature or type of program it may involve such tasks as effecting legal arrangements, negotiating and contracting, defining management

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c. Operations

This element covers program implementation and continuing activity initiation, operation and monitoring. Depending upon the nature or type of program it may involve such tasks as effecting legal arrangements, negotiating and contracting, defining management

controls, developing reporting requirements and schedules, work scheduling, delivery of program services, and progress reporting, reviewing and redirecting as necessary.

4. Program Performance Evaluation

The purpose of this element is to appraise the execution and implementation of action programs in terms of whether or not program execution is effective in terms of meeting overall Town goals and objectives as related to community needs. The system should evaluate accomplishment in terms of output (end product) and performance in terms of impact (end result). Performance indicators will be necessary to measure expected results of each program level, in order to compare expected results with actual results.

Based upon the program performance evaluation, program adjustments may be dictated by deviations from expectations or indications of additional needs. The evaluation provides the basis for revision of objectives and strategies necessary for more effective achievement of community goals. The evaluation feeds back into the total planning and management process so that the total system operates on a continuing annual cyclical basis.

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Part II

Recommendations For Improvement

A. Establishing the "Management By Objectives System" for Garner

The Town of Garner currently has the nucleus for establishing a management by objectives system; the Town would need to initially establish the process in a more "simplified" form (than described above) in the initial inception year. It is felt that the Town can implement this system (in simplified form) for the coming fiscal year (1981-82 fiscal year). The following sections critique the present decision making process and describes such efforts that can be made to implement the system.

1. Needs Assessment

The first step is to determine community wide needs. Such needs should be determined in terms of physical needs and projects, as well as governmental needs and improvements to be made. The Town Board has already developed a tentative listing (priority list) of work program objectives to be accomplished. These have been categorized in priority fashion with staffing assignments for each area (board members and administrative staff). In addition, the Town has mailed out a citizen survey instrument to get citizen input on various community issues. This study will also provide valuable input (hopefully) to assist the Town Board and Town Manager in the determination of improvements needed to improve its governmental operation. For the first year's work program objectives, the three (3) inputs (priority goals list, citizen survey, and manage-

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ment study recommendations) should be synthesized to determine the proposed Town goals and objectives for 1981-82. These should of course be established and budgeted in the coming years budget. The Town Manager and executive staff should provide a working format and general recommendations for the Town Board. The next quarterly meeting (latter April) of the Town Board and executive staff should be addressed to "fleshing" out these recommendations to be utilized in the budget preparation process. Subsequent quarterly meetings of the Town Board after budget adoption should be utilized to review progress in execution and accomplishment and to revise work program objectives as necessary. As suggested in Figure 4, this should be a continuing process of projecting, revising, amending, etc., to meet current needs and problems.

2. Policy Planning

Policy planning is concerned with translating on an annual basis the needs and problems of the community into a viable action process whereby needs are grouped according to program areas, general Town goals are determined by program area, quantifiable objectives are established to implement these goals and lastly, specific action programs are designed in priority sequence. In the above context policy planning is a continuous process which is directed toward the attainment or achievement of the kind of a Town/Community that is desired and the identification of those courses of action that are necessary to attain it. The elements of the policy planning process are described as follows:

a. Establish Program Structure

The program structure is the vehicle for grouping

meet study recommendations) should be synthesized to determine the proposed Town goals and objectives for 1981-82. There should of course be established and budgeted in the coming years budget. The Town Manager and executive staff should provide a working format and general recommendations for the Town Board. The next quarterly meeting (later April) of the Town Board and executive staff should be addressed to "fleshing" out these recommendations to be utilized in the budget preparation process. Subsequent quarterly meetings of the Town Board after budget adoption should be utilized to review progress in execution and accomplishment and to revise work program objectives as necessary. As suggested in Figure A, this should be a continuing process of projecting, revising, amending, etc., to meet current needs and problems.

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a. Establish Program Structure

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together all related needs for the purpose of carrying out community goals and objectives. The structure and definition of the various elements of program structure are presented as follows:

Program Area* (Broad functional areas of government composed of similar or related services and functions. A program area would generally be composed of one or more departments of government.)

Department (Major subdivision of a program area, composed of related or similar groupings of functions headed by a single department director. The department represents the first level for budgeting, reporting, control and evaluation purposes.)

Division (Major subdivision of a department, composed of related or similar functions of the department and headed by a single division director.)

Activity (Major subdivision of a division, composed of related or similar functions within the division and directed by a single supervisor or activity head. This is the lowest level in the program structure and represents the level for allocation of appropriations.)

* Several (illustrative) program areas would be developed as follows:

Program Area	Functions
Public Safety	- Law Enforcement, Fire Protection, etc.
Physical Services	- Public Works, Utilities, etc.
Community Development	- Planning, Engineering, Inspections, Zoning, Code Enforcement, etc.
Recreation & Culture	- Parks, Recreation Programs, Library, etc.
Management Services	- Purchasing, Finance, Personnel, etc.

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Two (2) illustrative examples, using hypothetical organizational structure titles are presented for each element in the program structure, as follows:

Example No. 1	Example No. 2
Program Area Physical Services	Program Area Recreation & Culture
Department Public Works	Department Parks & Recreation
Division (or Section) Street Construction and Maintenance	(Division (or Section) Athletics
Activity - Resurfacing Program - Road Maint. & Repair	Activity - Adult Programs - Youth Related Programs

(Note: In Garner, generally (at this time) the Division level would be the lowest level needed to establish the program structure and for budget purposes.)

b. Establish Goals

Based upon the assessment of community needs and problems, goals for meeting these community needs are established. This is a recurring process and should be repeated on an annual basis to coincide with the development of the budget. Goals (including objectives and programs as presented above) should be established for each program area and transmitted down (as appropriate) to the appropriate department, and finally to the appropriate activity where they would be translated into services to be performed. Note that under this concept, planning precedes budgeting, rather than budgeting and then determining the plan. In ad-

dition, it should be recognized that various regular recurring activities (street pot hole maintenance, etc.) would not necessarily be a part of the goals/objectives process unless particular needs are recognized. The goals/objectives process therefore relates to primary needs and problems.

c. Establish Quantifiable Objectives to Meet Goals

Quantifiable objectives can be viewed as the steps necessary in order to achieve a goal. Objectives, therefore, would be established on a short range and long range basis. Objectives in one sense give meaning and direction to goals.

d. Establish Programs to Meet Objectives

Action programs are designed to meet the established objectives. Programs represent the response for achieving goals and objectives. (See Appendix A).

e. Establish Priorities

Priorities would be established with respect to setting goals, objectives and problems. Priorities represent needs assessment in rank order, i.e., "urgent" priority, "top" priority, "intermediate" priority or "low" priority.

The initial goals/objectives program document (statements) need not be an elaborate document. It should address the synthesized needs/problems in program format (Physical Needs, Public Safety, Recreation and Culture, etc.) with tentative rankings and priorities and basic programs for implementation. Appendix A, represents an elaborate treatment of this process. The program statements should be prepared by the Town Manager and executive staff for utilization as a tentative discussion document with the

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Town Board. After discussion, revisions and changes by the Town Board, these statements would be utilized to prepare the tentative Town Budget. It would be tentative since such initial decisions on program objectives may be more expensive than available revenues. Therefore, such initial decisions may need to be modified and revised to fit the actual resources available to the Town. The finalized work program objectives would serve as the "budget message" for the Town's budget document and would also serve to communicate to the public and citizenry the budget work programs for that fiscal year.

3. Program Planning and Management

This element of the decision making process can be viewed as those tasks or processes that are utilized to translate management policies as determined, for example, in the "state of the community" report (budget message) into viable action plans for the delivery of services to the community. This element deals with the very fiber of the management system, i.e., the organizational and structural framework, the process and procedure for allocating resources (the budgeting system) and the procedure for monitoring and follow-up (reporting) in order to gauge the progress of program or service delivery.

a. Budgeting

Two (2) alternatives exist with respect to the budgeting process as follows:

(1) Continue Existing Line-Item Approach

The Town's existing budget process as described in the finance department memorandum can be characterized as a line-

Town Board. After discussion, revisions and changes by the Town Board, these statements would be utilized to prepare the tentative Town Budget. It would be instructive since such initial decisions on program objectives may be more ambitious than available revenues. Therefore, such initial decisions may need to be modified and revised to fit the actual resources available to the Town. The finalized work program objectives would serve as the "budget message" for the Town's budget document and would also serve to communicate to the public and delineate the budget work programs for that fiscal year.

3. Program Planning and Management

This element of the decision making process can be viewed as those tasks or processes that are utilized to translate management policies as determined, for example, in the "state of the community" report (budget message) into viable action plans for the delivery of services to the community. This element deals with the very fiber of the management system, i.e., the organizational and structural framework, the process and procedure for allocating resources (the budgeting system) and the procedure for monitoring and follow-up (reporting) in order to gauge the progress of program or service delivery.

4. Budgeting

Two (2) alternatives exist with respect to the budgeting process as follows:

(1) Continue existing line-item approach

The Town's existing budget process as described in the finance department memorandum can be characterized as a line

item budget system which places primary emphasis upon items of expenditure (input) rather than services and work programs (output). Very little supporting data, i.e., work program objectives, performance and impact data, are required in the preparation and justification of departmental requests. This should not be taken to mean that budget requests are not thoroughly reviewed - they are, however, the total budget process should be reoriented toward the system envisioned herein. A five-year capital improvements program has been prepared, however, it has not been updated each year. The Assistant Town Manager is currently in the process of updating this document with the assistance of appropriate department heads.

While the above analysis points out several basic weaknesses to the present budget system, it is not mandatory that the Town change from its existing line-item budget. The Town departments would simply need to attach (as a minimum) a statement of their response to various objectives and priorities, generated by the policy planning functions, to their proposed budget. While the current budget system would possibly suffice it is recommended that the Town begin (soon) to change its present practice to conform to program budgeting principles and standards.

(2) Program Budgeting

Program budgeting need not be highly sophisticated or complex; it simply builds upon the existing line-item concept. This can be achieved by incorporating into the present system the following budget principles and techniques:

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(2) Program Budgeting

Program budgeting need not be highly sophisticated or complex, it simply builds upon the existing line-item concept. This can be achieved by incorporating into the present system the following budget principles and techniques:

(a) Establish Budget Structure

Program structure was described earlier in this memorandum. This technique builds the framework within which governmental resources can be aggregated by common or related functions and activities and facilitates, for ease of comparison and analysis, the determination of where and for what purposes funds are being appropriated. Following the examples presented earlier, appropriations should be aggregated by program area, department, division and activity. The activity level represents the lowest level in the program structure; the level at which services are actually provided to the public and the level for establishing appropriations, accounting controls and reporting and evaluation procedures. For Garner, the present structure is generally good. The appropriations level in Garner would be the Division level in most instances. Budgeting at the Activity level is generally not warranted in most cases.

During the budget preparation process, tentative budget requirements should be aggregated by the elements identified in the program structure for presentation to the Town Board. After budget adoption, the budget document format should also be organized by program structure.

(b) Establish Objectives as the Basis for Budgeting

Goals and objectives (quantified) as established during the policy planning process should be utilized as the foundation for building the budget. The "state of the community report" (or program statements) can serve as an excellent

(a) Established Budget Structure

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During the budget preparation process, numerous budgetary requirements should be appropriated by the elements identified in the program structure for presentation to the Town Board. After budget adoption, the budget document format should also be organized by program structure.

(b) Establish Objectives as the Basis for Budgeting

Goals and objectives (quantified) as established during the policy planning process should be utilized as the foundation for building the budget. The "state of the community report" (or program statement) can serve as an excellent

tool of the Town Manager to communicate goals and objectives down to the departments and agencies of the Town. It can serve as a building block for the budget preparation and development process.

(c) Establish Program Budget Forms, Procedures and Instructions

This phase of developing the program budget is most important because it represents the framework from which requests are organized, justified and evaluated.

Ideally, a budget manual with a cover letter from the Town Manager should be prepared that presents detailed documentation of the budget preparation process. This manual should include, but not be limited to the following items:

- Budget calendar (who, what and when)
- Budget procedures and methodology
- Budget forms (to document the following)
  - work program goals and objectives
  - *- performance and impact measures
  - activity detail including preprinted information (by line-item) showing prior years' expenditures, current budget and proposed
  - detail of personal services (salaries by position), equipment and other operating expense
  - program changes (separate costs and justifications for new services, or expanded services)
- Pricing schedules and account classification information

* Performance and impact measures should be established to indicate "how much" service to be provided and the expected results. These measures will be utilized as the basis for reporting - during budget execution - the progress and accomplishments in meeting established goals and objectives.

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(c) Weekly Program Budget Forms, Procedures and Instructions

This phase of developing the program budget is more important because it emphasizes the framework from which requests are organized, justified and evaluated.

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* Budget calendar (who, what and when)
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* Budget forms (to document the following)
  - Town program goals and objectives
  - performance and impact measures
  - activity detail including prepriated information (by line-item) showing prior years' expenditures, current budget and proposed
  - detail of personal services (salaries by position), equipment and other operating expenses
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* Billing schedules and account classification information

* Performance and impact measures should be established to indicate "how much" service to be provided and the expected results. These measures will be utilized as the basis for reporting - during budget execution - the progress and accomplishments in meeting established goals and objectives.

(d) Budget Review and Analysis

The budget review and analysis process begins after the budget requests are submitted. This task includes an analysis of what the costs and supporting data actually mean, to determine that requests are fully justified and documented and whether requests can be modified or altered based upon changes in organization, staffing or realignment of functions and responsibilities. Lastly, the review process should identify other options or alternatives available or open to the Town.

(e) Presentation of Proposed Budget to Town Baord

The tentative program budget should be presented to the Town Board with particular emphasis upon the following:

- Goals and quantifiable objectives to meet goals -- this gives direction
- Programs to meet objectives -- how we are going to achieve objectives
- Costs (resources) to achieve work objectives -- what the expenditure requirements will be (operating and capital)

The above approach places the emphasis on programs to meet objectives, rather than simply line-item costs.

Budget review with the governing body should lead the Board to a consideration of where the Town stands in relation to its problems; what direction it should take toward their solution; and how its resources should best be utilized in achieving these solutions.

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Budget review with the governing body should lead the Board to a consideration of where the Town stands in relation to its problems, what direction it should take toward their solutions and how its resources should best be utilized in achieving these solutions.

(f) Capital Improvements Program

The Town has prepared a 5-year (CIP) capital improvements program (1978-1983) however, it has not been updated since 1978. Currently, the Assistant Town Manager (as indicated earlier) is in the process of updating the CIP. The capital improvements program should be updated each year (add one year and drop one year). The primary objective of the CIP is to prepare and develop a priority based CIP that provides a carefully conceived long range program of capital needs which are always available and in readiness for use but with only one year committed at a time. In most instances proposed projects will be evaluated over and over again, year after year, before actually being committed. This repetition process for evaluating projects is a safeguard against hastily designed, ill-conceived capital improvements. The principles and procedures involved in the development of the CIP are presented as follows:

- Define the scope of projects to be included in the program (construction, major equipment, pre-construction costs, etc.).
- Determine Procedures for CIP (arrange projects in priority fashion for 5-year period based upon need; include umcompleted, as well as newly proposed projects; project financial resources (operating funds, bonds, special revenues); first year of program is considered the capital budget for current year and includes only funded projects; review total program yearly, make revisions, new projects, deletions as required, etc.)
- Develop Project Proposal Sheet for presentation and justification of each CIP project

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* Develop Project Proposal Sheet for presentation and justification of each CIP project

° Develop CIP reporting program (quarterly project status report, project description form and projects completed form). See Albany, Georgia Program as a recommended prototype.

4. Program Performance and Evaluation

Program evaluation is concerned with an objective and subjective appraisal of program execution in terms of its effectiveness in meeting the goals and objectives established during the budget process. The backbone of the evaluation system is the development of performance indicators to measure output (end product) and impact (end result) of each program level, in order to compare expected results with actual results. For example, the number of minimum housing code inspections indicates output and the number of houses brought-up to standards indicates end result.

The evaluation process serves as a checkpoint to determine whether expectations are being met and whether modifications, changes or revisions are required in order to meet pre-determined needs and plans. Evaluation is a continuous process and to be effective it must feed back into the planning and management process so that the total system operates on a continuing annual cyclical basis.

The methodology and sequencing by steps for the development of an effective evaluation system is presented as follows:

a. Prior to Budget Formulation

(1) Develop performance and impact measures for the Program Activity level (see program structure). In the case of Garner, the Division level in the program structure will be the reporting level for most programs. The data base developed at the

* Develop city reporting program (quarterly project status reports, project description form and rate sheets completed form). See Albany, Georgia program as a recommended prototype.

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Activity level represents the foundation for all reporting. This is the level at which programs and activities are actually carried-out. The end result (for all programs) is a reporting system which depicts how the departments have responded to the achievement of stated work objectives.

(2) Measures of performance should be structured to indicate trends in performance, i.e., two (2) prior years and current year.

(3) The Town Manager's executive staff (Assistant Town Manager for Administration) should take the lead role in assisting each departmental agency in this task.

b. <u>During Budget Formulation</u>

(1) Pre-determined performance and impact measures are utilized to indicate the amount of service (volume or output) and the expected accomplishments (end results) of work programs. These measures form the basis for building work programs and allocating costs.

(2) Quantified performance and impact measures developed during the budget formulation process form the basis for establishing a performance reporting system.

All departments in Garner presently prepare a monthly activities report. These reports however, are not standardized in terms of quantified information to be utilized. In most cases extraneous information is presented. These should be purified and refined to indicate only essential work measurement information. In addition, most reports contain excessive narrative information not essential to performance reporting. The Town Manager's execu-

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tive staff should review each monthly activity report with the appropriate departmental official and establish the performance indicators necessary for reporting purposes.

c. Budget Execution

(1) Departmental Evaluation and Reporting

- A monthly performance reporting system (as revised) should be developed to begin reporting the progress in meeting budgeted objectives. The report format should be structured to present narrative information to include the following: a statement of the budgeted objectives to be accomplished, an evaluation of overall performance with regard to meeting these objectives, and an explanation of variances and recommended changes. The narrative information should be followed by tabular listing of the performance measures.

- Performance reports should be submitted from the Department level to the Town Manager

(2) Policy Level Evaluation and Reporting

- The Town Manager's office reviews performance reports with departmental officials (when required) to determine problems, exceptions and/or revisions required to meet work objectives.

- Quarterly Performance (Progress) Reports prepared by the Town Manager's office are utilized to keep the Town Board informed of progress/problems in meeting budget work program objectives. Feedback (decisions and action) from the Town Board (where required) would be used to modify or revise departmental work programs.

- Quarterly Performance Review meetings should be conducted with the Town Board to explain and present program accomplishment/problems/potentials. The Town Manager should utilize the department heads in the conduct of departmental reviews before the Board. This gives excellent exposure between the Board and operating officials.

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B. Management Policies and Procedures

The Town has recently begun a program to develop administrative policies and procedures for the Town. Two (2) types of policies and procedures systems should be developed, an Administrative Policies and Procedures Manual and a Departmental Operations Manual. The Administrative Policies and Procedures Manual would provide such procedures which would govern (apply to) the operations of all agencies of the Town, i.e., the development of "standard" procedures which would apply to all Town departments. Such policies and procedures should include various functional areas to include:

Administration (general administrative in nature)
- Auto allowances/mileage reimbursement
- Travel policies and procedures
- Performance reporting policies and procedures
- Other general administrative procedures

Fiscal
- Payroll procedures
- Budget forms and procedures including a budget calendar showing key dates and responsibilities from beginning to budget adoption
- Budget amendment or revision procedure
- Other

Purchasing
- General parameters
- Requisition process
- Bidding requirements
- Office stores

Personnel
- Recruitment
- Selection and screening
- Testing (if appropriate)
- Probationary requirements and reports
- Performance evaluation
- Other general procedures

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- Performance evaluation
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Development Regulations and Procedures

- Plat review committee, duties and responsibilities, membership, etc.
- Subdivision review
- Site plan review
- Rezoning applications

(The above regulations and procedures would place emphasis upon identification of specific regulations, the procedures to be followed, responsibility of and coordination between participation agencies, time frame, and the like)

The Departmental Operations Manual should be organized to include:

- Responsibilities and Functions (mission)
- Organizational Structure (functional and staffing chart)
- Personnel Classifications
- Procedures (all primary operating procedures)
- Performance Reporting

The Town has employed a part-time individual to begin work on the Town's policies and procedures documents.

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APPENDIX A

For Illustrative Purposes
Hypothetical Goals Objectives Statement
(Excerpt from Columbus, Georgia Study)

Goals, Objectives, Programs

Law Enforcement

Goal: To protect life, property and personal liberties by preserving the peace; preventing crimes, enforcing all laws and ordinances; arresting violators, and conducting community relations programs to insure a safe and stable environment in which to work and live.

Objectives:

- Reduce incidence of major crimes as follows:
  Robbery_____% Criminal Homicide _____% Auto Theft _____%
  Burglary_____% Forcible Rape _____%
  Larceny _____% Aggravated Assault_____%
- Increase the ratio of offenses cleared by arrest as follows:
  Robbery _____% Criminal Homicide _____% Auto Theft _____%
  Burglary_____% Forcible Rape _____%
  Larceny _____% Aggravated Assault_____%
- Reduce alcohol related offenses by _____no.; _____%
- Reduce the number of auto accidents per 1,000 by _____nol; _____%
- Reduce response time for emergency calls to _____minutes or less of dispatching vehicle and referral service within ____minutes of dispatching vehicle within Urban Service District 1 and ____minutes in Urban Service Districts 2 and 3
- Increase utilization of existing patrol by adding _____vehicle(s) to each _____
- Reduce hard drug users by _____no.; _____%
- Make _____arrest(s) based upon an estimated ____calls
- Reduce repeat juvenile offenses by _____no.; _____%
- Perform _____man-hours training for recruits and existing officers
- Conduct _____community relations programs

Programs: (Programs to be budgeted within the appropriate police budget structure - division/activity)

- Implement computer dispatching system by _____
- Activate and implement an armed robbery section in police division
- Initiate use of sensortized transmitted alarm equipment and robbery bait money packs during _____
- Increase level of patrol services through the employment of _____ officers and _____ additional patrol cars
- Increase the number of personnel involved in narcotic and drug investigation by _____ no.; _____%
- Raise level of traffic enforcement activities of tactical squad in areas of high accident rate

Corrections & Detention

Goal: To improve the detention and treatment of offenders by developing a comprehensive and effective rehabilitation program designed to reintegrate offenders into the community.

APPENDIX A

Sample Illustrative Purposes
Hypothetical Goals Objectives Statements
(Excerpt from Columbus, Georgia study)

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- Increase utilization of existing patrol by adding ____ vehicle(s) to each ____
- Reduce hard-core unemployment by ____ no.; ____%
- Make ____ arrest(s) based upon an estimated ____ calls
- Reduce response time; improve efficiency by ____ no.; ____%
- Perform ____ man hours training for recruits and existing officers
- Conduct ____ community relations programs

Programs: (programs to be budgeted within the appropriate police budget structure - division/activity)

- Implement computer dispatching system by ____
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- Initiate use of manufactured transmitted alarm equipment and robbery bait money packs during ____
- Increase level of patrol activity through the employment of officers and ____ additional patrol cars
- Increase the number of personnel involved in narcotic and drug investigation by ____ no.; ____%
- Raise level of traffic enforcement activities of facilities equal in areas of high accident rate

Corrections & Detention

Goal: To improve the detention and treatment of offenders by developing a comprehensive and effective rehabilitation program designed to reintegrate offenders into the community.

APPENDIX A

Objectives:

- Reduce recidivism by _____% in _____
- Establish a model modern corrections system by analyzing the feasibility of combining all corrections and detention facilities and services and by determining the nature, type and scope of necessary offender rehabilitation programs and services and fiscal support

Programs:

- Initiate and conduct a feasibility study for determining the specific organization, staffing, procedural, program and facility requirements for implementation of an integrated corrections system

Fire Protection

Goal: To reduce the occurrence of fires and minimize fire losses by improving fire prevention activities; by developing increased fire suppression capabilities, and by providing improved fire supporting services in such areas as education, training and communications.

Objectives:

- Reduce by _____% the frequency of fires in residential dwellings by increasing the number of fire prevention inspections in high life loss risk properties from _____no. in _____ to _____no. in _____
- Increase the ratio of corrections to violations from 39.7% in _____ to _____% in _____ by conducting _____no. of follow-up inspections in fiscal _____
- Seek to increase the installation of automatic sprinklers in high monetary and life loss risk properties by _____%
- Cinduct _____no. of fire prevention education and lecture programs in schools, civic meetings, etc.
- Maintain _____minute average response time to anticipated _____ fire calls from time of receipt of call
- Provide manpower and equipment to furnish _____gallons per minute of water on any fire within _____minute(s) of arrival at fire
- Receive and transmit _____alarms
- Maintain _____fire alarm boxes (option:phase in radio or telephone system)
- Increase level of fire training by providing an increase of _____ instruction hours per man week in the municipal fire administration correspondence course offered by ICMA
- Conduct _____no. of night drills within mercantile and industrial districts
- Replace _____miles of open wire in telegraph fire alarm system (alternate radio type system)
- Establish planned preventive maintenance schedule for _____pieces of apparatus
- Replace _____no. of fire department vehicles which exceed standards for operation under vehicle replacement policy

Programs:

- Initiate planning and training programs for home inspection programs by in-service fire companies
- Fill 3 budgeted positions in fire prevention bureau
- Conduct building survey and target hazard installations to determine life and monetary loss risk serverity and frequency of inspections needed
- Conduct information and education programs designed to encourage _____ property owners in high monetary and high life loss risk properties to install automatic sprinklers
- Implement training program in fire prevention cldes, ordinances and inspection practices for _____ persons in _____
- Establish _____mobile squads in each station where truck companies are located
- Develop fire ground operating procedures by _____
- Conclude apparatus replacement program by _____
- Plan for establishment of adequate training facilities during _____
- Establish and implement planned preventive maintenance schedule for all apparatus during _____
- Reduce _____first line ladder companies and reassign personnel to Station No. _____

Emergency Services

Goal: To provide an acceptable level of emergency services by increasing civil defense shelter capacity; by securing adequate regional funding support for emergency medical services; by providing comprehensive emergency medical training, additional facilities and improved operating practices.

Objectives:

- Increase civil defense shelter capacity to _____persons by _____
- Increase supplies in shelters to accommodate _____persons by _____
- Secure complete regional funding support for emergency medical services
- Provide _____additional ERAS personnel and ____facilities and equipment in _____
- Expand emergency warning system to cover _____areas not now covered

Programs:

- Construct _____new civil defense shelters with provision of adequate supplies and stock
- Initiate a series of negotiations with participating governments in four-county region to secure pro rata share of funding support
- Add _____medical rescue positions
- Construct _____emergency facilities
- Install emergency warning system at _____locations

III

COMMUNITY DEVELOPMENT FUNCTIONS

Part I

Current Situation

A. Introduction

This work element reviews and evaluates the Town's community development functions; planning, engineering and code enforcement, and presents recommendations for improving the organization, structure and operations of these functions. This work element also reviews and evaluates the Town's five (5) citizen appointed boards; Planning Board, Housing Appeals Board, Board of Adjustment, Library Board of Trustees, and Parks and Recreation Committee.

As alluded to in Work Element # I, the overall organization and structure viability of the Town's community development functions, i.e., physical development and control functions, are extremely important to the overall well-being of the Town. This is significant in Garner, due to the major growth of the Garner area. The community development functions are the "front-end" functions of the Town and in a larger context they determine the current and future physical arrangement and development of the Town.....and hence the economic development and well-being of the Garner community. Physical development also establishes the "base" for the provision of the Town's various line services (parks and recreation, public works, police, etc.). Garner's 10% per year growth rate (contrasted to a typical municipal growth rate of 2-3% per year) makes these functions critical to Garner's future.

1. Planning

The Town's planning functions are vested in a small

Part I

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A. Introduction

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B. Planning

The Town's planning functions are vested in a small

professional planning staff which is composed of a Planning Administrator and a temporary full-time Intern. As mentioned in Work Element #I, Overall Structure and Organization, the planning function is organized as part of the Engineering/Planning Department, headed by the Town Engineer. While the Planning Administrator is organizationally under the Town Engineer, this position functionally reports (generally) to the Town Manager.This arrangement works "well" and the Town Engineer and Planning Administrator enjoy an excellent working relationship. Since planning and engineering are linked organizationally, they both "share" (cross-use) assigned operating personnel. This has also worked well and serves to reduce the total number of operating personnel required.

a. Organization

The current organization of the planning function is depicted in Figure 7. The planning function is shown as part of the overall engineering/planning department.

b. Staffing

Staffing for the planning function is composed of one (1) professional planner (Planning Administrator), and one (1) part-time intern.

c. Functions and Procedures

(1) Current Planning

The primary work effort of the planning office is directed toward current planning functions. These functions are primarily physical development in nature and are concerned with the day-to-day review of subdivision plans, site plans, re-zoning requests and the preparation of various planning reports and special

professional planning staff which is composed of a planning administrator and a temporary full-time intern. As mentioned in work element #1, Overall Structure and Organization, the planning function is organized as part of the Engineering/Planning Department, headed by the Town Engineer. While the Planning Administrator is organizationally under the Town Engineer, this position functionally reports (generally) to the Town Manager. This arrangement works "well" and the Town Engineer and Planning Administrator enjoy an excellent working relationship. Since planning and engineering are linked organizationally, they both "share" (cross-use) assigned operating personnel. This has also worked well and serves to reduce the total number of operating personnel required.

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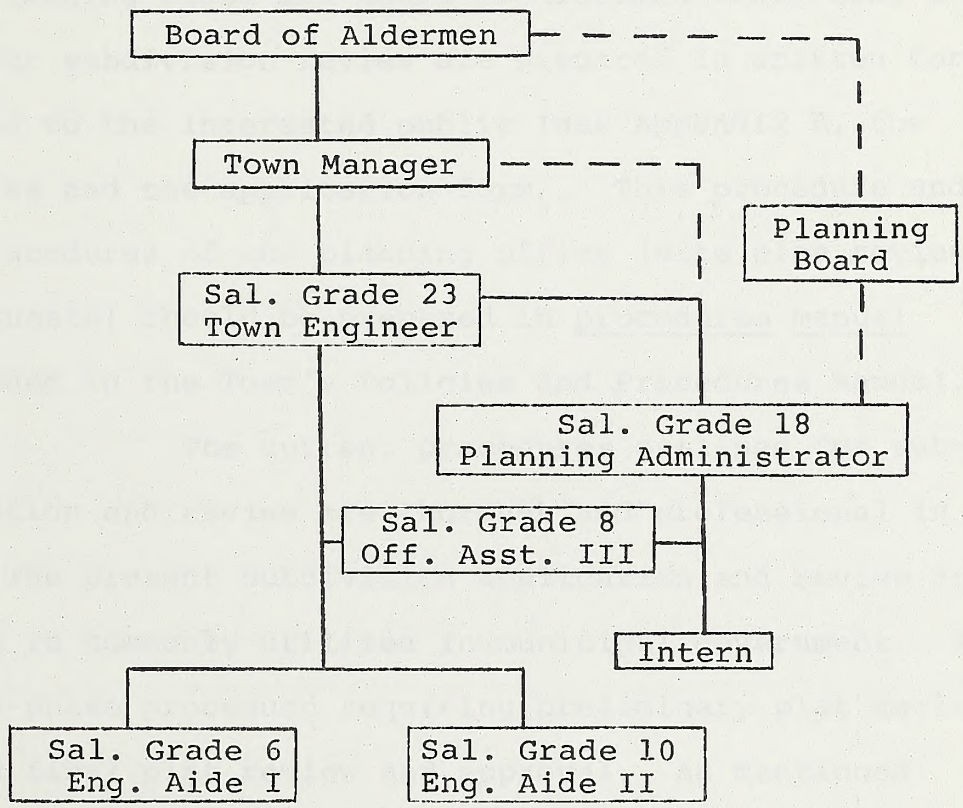
projects to include annexation reports and studies, surveys, grant applications, and the like.

Figure 7

Current Organizational Structure
Engineering/Planning Department



(a) Subdivision Review

The Planning Administrator works very closely with the Subdivision Review Committee in the review of subdivision plans (Town Engineer, Chief Code Official, Police Chief, Fire Chief, Public Works Director, Utilities Superintendent, and other officials as required). The Planning Administrator is the

primary staff coordinator for subdivision reviews; prepares written comments of subdivision plans, forwards subdivision plans to each subdivision committee member, calls committee meetings for review purposes, prepares a summary of such meetings, relates such comments to the developer, prepares recommendations and submits same to the Planning Board, meets with the Planning Board, and finally, meets with the Planning Board and Board of Aldermen concerning same. The procedures for subdivision review are prepared in written form and are available to the interested public (see Appendix B, for general procedures and the application form). This procedure and other primary procedures of the planning office (site plan reviews and rezoning requests) should be prepared in procedures manual format and included in the Town's Policies and Procedures Manual.

The current procedures outlined for subdivision application and review are thorough and professional in their make-up. The present subdivision application and review and approval process is commonly utilized in municipal government. The process is a two-phase procedure requiring preliminary plat review and approval, and final plat review and approval. As mentioned above, preliminary plat review is initiated by the Planning Administrator, who coordinates the entire review process including the review and recommendation by the Planning Board, and, finally, the approval (or other action) by the Board of Aldermen. Generally, it takes approximately one (1) month for the preliminary plat review and approval process; the period of final plat review and approval will vary, depending on the date of application submittal and the meeting schedule of the Board of Aldermen.

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Work load activity for subdivision review is presented as follows:

Activity	Fiscal Years				
Subdivision Review	75/76	76/77	77/78	78/79	79/80
-Preliminary Plat	3	6	3	12	15
-Final Plat	3	5	3	15	12

The above data indicates that the work load has increased significantly, particularly since 1977/78. This activity can be expected to increase with the high level of growth and development of the Town. With regard to this process, the Planning Administrator and Zoning Enforcement Officer have re-written (final stages) the zoning and subdivision ordinance to shorten the subdivision review and approval process in order to be more responsive to development activity. The recommended process would separate the total process into minor and major subdivision review. Minor subdivision plats (plats with no street dedication, no more than a total of 5 lots, no extensions of water and/or sewer system, no storm drainage improvements needed to serve other lots) would be reviewed and approved by the Minor Subdivision Plat Review Board, composed of the Town Manager, Planning Administrator and Town Engineer. Major subdivision plats would continue to be reviewed by the staff with recommendations by the Planning Board, and approval or disapproval by the Town Board. This change would cut the subdivision work load possibly by 60% of the Planning Board and Town Board, and would provide quicker response to property owners with no loss in the quality of the overall process. These recommendations will be

Work load activity for subdivision review

is summarized as follows:

Activity	Fiscal Years				
Subdivision Review	1975/76	1976/77	1977/78	1978/79	1979/80
Preliminary Plat	3	6	3	13	15
Final Plat	3	5	3	15	12

The above data indicates that the work load has increased significantly, particularly since 1977/78. This activity can be expected to increase with the high level of growth and development of the town. With regard to this process, the Planning Administrator and Town Engineer officers have re-written final stages of the zoning and subdivision ordinance to shorten the subdivision review and approval process in order to be more responsive to development activity. The recommended process would separate the total process into minor and major subdivision review. Minor subdivision plats (plats with no street dedication, on more than a total of 5 lots, no extensions of water and/or sewer systems, no open drainage improvements needed or more other lots) would be reviewed and approved by the Minor Subdivision Plat Review Board, composed of the Town Manager, Planning Administrator and Town Engineer. Major subdivision plats would continue to be reviewed by staff with recommendations by the Planning Board, and approval or disapproval by the Town Board. This change would cut the subdivision work load possibly by 80% of the Planning Board and Town Board, and would provide quicker response to property owners with no loss in the quality of the overall process. These recommendations will be

presented to the Planning Board and Board of Aldermen. The proposed changes in the subdivision review process as outlined above are highly recommended. This will provide a more efficient mechanism for dealing with this highly growth-oriented activity.

(b) Site Plan Review

Site Plan Review is also coordinated by the Planning Administrator. Site plans are required for all new construction except for one or two family dwellings. The Planning Administrator receives the application and plans and forwards site plans to the site plan review staff (Town Engineer, Zoning Enforcement Officer, and Chief Code Official). Each staff member reviews and critiques the site plans and forwards their comments to the Planning Administrator who synthesizes such comments for distribution to the applicant/developer, Planning Board and Board of Aldermen. The Planning Administrator subsequently presents the plan and staff recommendations to the Planning Board for their review and recommendation. Finally, Planning Board and staff recommendations are presented to the Town Board for review and approval, or other action. This process takes a minimum of four (4) weeks. The major phases and procedures for site plan review are also documented in procedure format (see Appendix C). Such procedures should also be incorporated in the Town's formal policies and procedures manual.

The staff is also proposing changes to the site plan review process (somewhat similar to the subdivision review process) which would provide for administrative approval of smaller site plan developments (under 1-2 acres where site plan require-

prepared by the Planning Board and Board of Aldermen. The proposed changes in the subdivision review process as outlined above are highly recommended. This will provide a more efficient mechanism for dealing with this highly growth-oriented activity.

(c) Site Plan Review

Site Plan Review is also coordinated by the Planning Administrator. Site plans are required for all new construction except for one or two family dwelling. The Planning Administrator receives the application and plans and forwards site plans to the site plan review staff (Town Engineer, Zoning Enforcement Officer, and Chief Code Official). Each staff member reviews and critiques the site plans and forwards their comments to the Planning Administrator who synthesizes such comments for distribution to the applicant/developer, Planning Board and Board of Aldermen. The Planning Administrator subsequently presents the plan and staff recommendations to the Planning Board for their review and recommendation. Finally, Planning Board and staff recommendations are presented to the Town Board for review and approval - or other action. This process takes a minimum of four (4) weeks. The major phases and procedures for site plan review are also documented in procedure's format (See Appendix C). Such procedures should also be incorporated in the Town's formal policies and procedures manual.

The staff is also proposing changes to the site plan review process (somewhat similar to the subdivision review process) which would provide for administrative approval of smaller site plan developments (under 1-2 acres where site plan requirements

ments can be met). Under this process the same review process by the staff would be continued with administrative approval signified by the issuance of a zoning permit for those plans meeting ordinance requirements. This procedure would place more responsibility on the administrative staff and would reduce the overall work load (possibly by one-third) of the Planning Board and Board of Aldermen. The above recommendations are tentative at present and have not been presented to the Planning Board. The site plan review work load is running about even for 1979 and 1980 (20 site plan reviews for 1979 and 21 reviews (to date) for 1980). It is also highly recommended that the above recommendations by the staff be implemented. This would provide quicker response to the public with the maintenance of appropriate control over the site plan review process.

(c) Rezoning Applications

Rezoning applications are handled entirely by the Planning Office. Applications are filed with the Planning Administrator. This process takes approximately six (6) weeks. The following major steps are involved in rezoning applications:

- Application Submission (by 5th working day of the Month A)
- Advertisement and Notification
- Public Hearing (1st Monday of Month B)
- Planning Board Recommendation (1st Wednesday after 2nd Monday of Month B)
- Board of Aldermen Decision (following Tuesday of Month B)

The present process (see Appendix D) is well-documented in procedure form. Such procedures should be incorporated into the Town's policies and procedures manual. Work load activity for rezoning requests are up approximately 100% in the last two (2) years (13 in Fy 75/76; 11 in Fy 76/77; 10 in Fy 77/78; 28 in Fy 78/79, and 22 in Fy 79/80). Rezoning requests are the least time consuming (in terms of work effort required) of the three (3) major current planning processes (subdivision review, site plan review and rezoning request). The Planning Administrator maintains the Town's official zoning map and updates same as changes are approved.

(2) Advanced Planning

The second major function of the planning office is advanced (future) planning. This consists of the "front-end" work of the planning process, i.e., preparation and development of the Town's long range physical development plans and programs. This work activity consists of such long range planning activities as the Town's comprehensive plan (land use plan), long range thorough-fare planning, master parks and recreation planning, community facility planning, capital improvements programming, housing assistance, development standards, and other physical development plans. The Town is presently in the process of revising or updating many of its long range plans (including the Land Use Plan) while others are in need of basic development such as a master parks and recreation plan. The Town's five-year capital improvements program (CIP), as mentioned earlier, is in the process of being revised. This program should be up-dated annually and co-

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ordinated with the long range planning goals of the Town. The five-year CIP, which is proposed as a responsibility of the Assistant Town Manager for Administration, should be coordinated with the Planning Administrator to determine that same is based upon the long range physical planning goals and objectives of Garner.

The Planning Board, which is primarily utilized in a review and recommendation capacity for current planning (subdivision review, site plan review, and rezoning applications) has been and should be utilized in a review and recommendation capacity as the Town modifies, changes, and/or adopts new long range plans and programs. The Planning Administrator and staff should meet and interact with the Planning Board during both the plan formulation phase (plan goals and objectives), plan development phase, and plan implementation phase. This provides important citizen input into the planning process.

(3) Other Duties and Functions

The planning office performs numerous other duties and functions to include preparation of the monthly report; special projects from the Town Manager; grantsmanship functions (community development, 701, Ceta grants and the like); staff support to the Garner Planning Board; preparation of the Planning Board agenda and materials; responds to citizen questions and concerns as related to planning, zoning and development, and speaking before public groups on planning related matters as requested.

d. Inter-Intra Departmental Relationships

The primary work relationships of the Planning Ad-

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4. Interdepartmental Relationships

The primary work relationships of the Planning Ad-

ministrator are with the Town Engineer (with regard to subdivision and site plan review); Inspections (Chief Code Official and Zoning Enforcement Officer) pertaining to subdivision and site plan review and coordination of general informational requests from the public (such as the development of a particular site, permitted uses, and the like); and the Planning Board and Board of Aldermen for subdivision review, site plan review, and rezoning requests. Areas of work overlap exist between the Zoning Enforcement Officer and Planning Administrator, in the servicing of information requests and concerns from the public. For example, questions concerning permitted uses (what can a developer do with a particular site) are responded to both by the Zoning Enforcement Officer and Planning Administrator. The Planning Administrator generally handles questions concerning development and site plan matters while the Zoning Enforcement Officer handles questions concerning special uses as well as site plan matters for special uses. Both officials endeavor to keep the other informed on such coordinative matters.

Overall, the present planning function is performed and carried-out in a very professional manner.

e. Staffing Needs

Currently, planning staffing includes the Planning Administrator and a Planning Intern. The Intern position is temporary full-time (authorized for the first time this year) and is utilized for such projects as updating the land use information package, cataloging survey results and topical research. The Town utilizes consultants (when needed) for specialized planning projects

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Overall, the research planning function is performed and carried-out in a very professional manner.

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where professional knowledge and expertise is required. For example, consultants could and have been utilized in such specialized areas as parks and recreation, thoroughfare planning, growth and annexation, and the like. This is the preferred practice, particularly at this time since the addition of a professional staff planner would not possess all the needed skills within a variety of planning disciplines. The Planning Administrator utilizes the department secretary for typing, clerical, office management and some technical purposes, and the Engineering Aides for various technical services. It is estimated that the Planning Administrator utilizes the departmental secretary approximately 60% of her time and the engineering aides some 10-15% of the total time of these positions; the remaining time of the secretary and engineering aides is devoted to engineering duties and functions. Present staffing is generally adequate. An additional full-time technical staff person (Planning Technician) will be required within the next 1-3 year period, assuming the current rate of development. This position would provide base technical assistance to include drafting work (mapping presentations, drawings), data collection, data synthesis, and other technical routines of the planning office. Presently, this work is being done by the Planning Administrator, departmental secretary and engineering aides. As work load increases, the present arrangement will not provide a sufficient level of work.

f. Garner Planning Board

The legal base for the Garner Planning Board is contained in Section 11 of the Town's Zoning Ordinance. The Planning Board consists of seven (7) members (including the Chairman), five

more professional knowledge and expertise in computer, for example, computers could and have been utilized in such specialized areas as grade and zoning, stormwater planning, growth and annexation, and the LRC. This is the preferred practice, particularly as this clear shows the addition of a professional staff planner would not possess all the needed skills within a variety of planning disciplines. The Planning Administrator utilizes the department secretary for typing, clerical, office management and some technical performance, and the Inspectors aides for various technical services. It is estimated that the Planning Administrator utilizes the department secretary approximately 60% of her time and the engineering aides some 10-15% of the total time of these positions; the remaining time is the secretary and engineering aides devoted to engineering duties and functions. Present staffing is generally adequate. An additional full-time technical staff person (planning technician) will be required within the next 1-3 year period, according the current rate of development. This position would provide base technical assistance to include drafting work (mapping processing, drawings), data collection, data synthesis, and other technical functions of the planning office. Presently, this work is being done by the Planning Administrator, department secretary and engineering aides. As work load increases, the present arrangement will not provide a sufficient level of work.

f. Garner Planning Board

The legal base for the Garner Planning Board is contained in Section II of the Town's Zoning Ordinance. The Planning Board consists of seven (7) members (including the Chairman), five

(5) of whom must reside within the Town limits, and three (3) members who must reside within the extra-territorial jurisdiction of the Town. The Town Board appoints the five (5) Town members and recommends three (3) extra-territorial members to the Wake County Commission for appointment. The membership serves three (3) year terms. The Planning Board generally meets twice per month; the regular monthly meeting and one (1) meeting with the Town Board. The Zoning Ordinance specifies six (6) powers and duties of the Planning Board, as follows: (paraphrasing generally)

(1) Studies

The Planning Board is required to make studies of present conditions and probable future development to include such studies as land use, population, economic studies, school, parks and recreation, annexation, housing, traffic and parking, and various other studies.

(2) Plans

The Planning Board is required to formulate and maintain a comprehensive plan which may include various component parts such as land use, major thoroughfare plan, utilities, economic development and recreation.

(3) Powers of Review

The Planning Board may review and make recommendations to the Board of Aldermen on a host of physical development matters to include "the extent, location, and design of all public structures and facilities, on the opening changes to streets and other public ways, on the construction, extension, expansion, or abandonment of utilities whether publicly or privately owned and on

(2) at least four members within the Town limits, and three (3) members who must reside within the extra-territorial jurisdiction of the Town. The Town Board appoints the five (5) Town members and recommends three (3) extra-territorial members to the Wake County Commission for approval. The members serve three (3) year terms. The Planning Board generally meets twice per month; the regular monthly meeting and one (1) meeting with the Town Board. The Zoning Ordinance specifies six (6) powers and duties of the Planning Board, as follows, paraphrasing generally:

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matters pertaining to zoning and the subdivision of land."

(4) Miscellaneous Powers and Duties

The Planning Board "may conduct such public hearings as may be required to gather information necessary for the drafting, establishment and maintenance of the comprehensive plan."

(5) Annual Report

The Planning Board in June of each year must submit an annual report of its activities to the Board of Aldermen for the previous year.

(6) Authority to Make Recommendations on Amendments

The Planning Board has the authority to review and recommend the approval of any application for an amendment to the text, schedule of regulation, or Official Zoning Map of the Zoning Ordinance. The Planning Board is authorized to require that the applicant for an amendment to the Ordinance submit evidence concerning ingress and egress to the property, off-street parking and loading areas, refuse and service areas, utilities, screening and buffering, signs, required yards and open spaces, and general compatibility with neighboring uses.

The Planning Board has the authority to require environmental impact statements. The Zoning Ordinance states, "In any matter normally requiring Planning Board review and involving a major development project in an environmentally critical area, as defined on the environmentally critical areas map, by a private developer or special purpose unit of government, the Planning Board may require, under authority of the North Carolina Environmental

matters pertaining to zoning and the regulation of land."

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The planning board may conduct such public hearings as may be required to gather information necessary for the drafting, establishment and maintenance of the comprehensive plan."

(5) Annual Report

The planning board in June of each year must submit an annual report of its activities to the Board of Aldermen for the previous year.

(6) Authority to Make Recommendations on Amendments

The planning board has the authority to review and recommend the approval of any application for an amendment to the text, schedule of regulation, or official zoning map of the zoning ordinance. The planning board is authorized to require that the applicant for an amendment to the ordinance submit evidence concerning impacts and effects on the property, off-street parking and loading areas, traffic and service roads, utilities, screening and buffering, signs, required yards and open spaces, and general compatibility with surrounding uses.

The planning board has the authority to require environmental impact statements. The zoning ordinance states, "In any matter necessarily requiring planning board review and involving a major development project in an environmentally critical area, as defined on the environmentally critical areas map, by a reviewer developer or special purpose unit of government, the planning board may require, under authority of the North Carolina Environmental

Policy Act of 1971, and in order to promote the objectives of this Ordinance, a statement of anticipated environmental impact. Prior to this recommendation of the Planning Board and/or the issuance of any building permit or certificate of compliance related to said project, the private or governmental developer may be required to submit a detailed statement setting forth to the fullest extent possible:

(a) the environmental impact of the proposed projects;
(b) any significant environmental effects which will occur should the project be implemented;
(c) measures proposed to mitigate negative effects that may occur;
(d) alternatives to the proposed action.

A major development shall include shopping centers, subdivision and other housing projects and industrial, commercial, institutional, or public works projects; however, a major development project shall not include any project of less than two (2) contiguous acres in extent, or structure, or structures of less than 500 square feet in gross floor area. The term environmental impact, as used in the context of this section, shall include any changes, positive or negative, in the social, economic, or natural surroundings of the Town of Garner which may result from implementation of this project."

The Zoning Ordinance states, with regard to recommendations of the Planning Board, "In the case of any application for any proposed amendment to this Ordinance for which a recommendation of the Planning Board is required, such recommendation shall be made within 60 days after the first meeting at which the

policy act of 1971, and in order to promote the objectives of this ordinance, a statement of anticipated environmental impact, prior to this recommendation of the planning board and/or the issuance of any building permit or certificate of compliance related to said project, the private or governmental developer may be required to submit a detailed statement setting forth to the fullest extent possible:

(a) the environmental impact of the proposed project;

(b) any significant environmental effects which will occur should the project be implemented;

(c) measures proposed to mitigate negative effects that may occur;

(d) alternatives to the proposed action.

A major development shall include shopping centers, subdivisions and other housing projects and industrial, commercial, institutional, or public works projects; however, a major development project shall not include any project of less than two (2) acreage acres in extent, or structure of less than four stories high in gross floor area. The term environmental impact, as used in the context of this section, shall include any changes, positive or negative, in the social, economic, or natural surroundings of the Town of Easton which may result from implementation of this project."

The Easton ordinance states, with regard to recommendations of the planning board, "In the case of any application for any proposed amendment to this ordinance for which a recommendation of the planning board is required, such recommendation shall be made within 60 days after the first meeting at which the

complete application or proposed amendment is considered by the Planning Board. If no recommendation is made within the required time, the application or proposed change will be automatically referred to either the Board of Adjustment or Board of Aldermen, as appropriate. Such automatic referral will constitute neither approval nor disapproval of the application or proposed amendment. An extension of the required time may be permitted with the consent of the applicant. If an Environmental Impact Statement is required, the applicant shall have an additional 90 days for the preparation of such statement after the date of request by the Planning Board, and the Board shall have 60 days from the date of its submission to make its recommendation as provided above."

As indicated earlier in this section, the Planning Board should be utilized (in addition to its present review and recommendation functions) in a "larger" or "expanded" role to include input into the formulation of current and long range plans and studies. Current or potential studies of major significance would include the revision of the zoning and subdivision ordinance; the growth policy issues raised by the recent growth and annexation study; the development of alternative housing forms; and recommendations with regard to changes in current "development standards" (street size, ROW's curb and gutter requirements, etc.). The staff is presently reviewing the Town's current development standards with the view of strengthening same. The current legal powers and duties of the Planning Board are sufficient to enable the board to function in an expanded role.

2. Engineering

a. Organization

The organization structure of the engineering office is presented in Figure 7. As indicated earlier, the engineering and planning functions are organized as part of a combined department headed by the Town Engineer.

b. Staffing (and Staffing Duties)

Staffing of the engineering office is composed of the Town Engineer, and two (2) engineering aides (1, Engineering Aide I, and 1, Engineering Aide II). These three (3) positions serve principally in an engineering capacity. The departmental secretary provides the secretarial and clerical services for the combined engineering/planning department. This position (as indicated earlier) is utilized some sixty (60%) percent in a planning related capacity and some forty (40%) percent in an engineering related capacity. The two (2) engineering aides serve principally in an engineering capacity, however, they provide some technical services (drawings, mapping, etc.) as required, for the Planning Administrator. Assuming separate planning and engineering offices, possibly one and one-half (1 1/2) new positions (secretarial and technical) would be required. The principle duties of the engineering personnel are shown as follows:

(1) Town Engineer

The Town Engineer is the head of the department and provides daily supervision (principally) over the engineering related personnel. The current high growth and development rate of Garner has imposed severe strains upon the current limited engineer-

ing staff. The Town Engineer is the only registered professional engineer of the Town. Current engineering demands requires an excessive number of man-hours of work for one (1) individual. The primary current work involvement includes providing technical assistance and coordination of engineering and construction in connection with the Town's continuing annexation programs; coordinating a 5-million dollar package of water capital improvements (Southern Wake Water District) to serve the Town's water needs over the next 15 years; coordinating the engineering and contracting work for the Town relative to the 201 wastewater system (6-million dollar program); coordinating the Town's streets and thoroughfare program (inter-City program) which requires working with Raleigh and Cary in securing funding for the program (this is a 20-year program of streets and thoroughfare needs); coordinating the Town's annual budgeted program of street and utility improvements (which requires design work, coordinating with contractors, and working with the Public Works Department for force account work); reviewing subdivision and site plans (as discussed in the planning work element); and coordinating construction inspection particularly for developer initiated projects and also when utilizing private contractors for construction work. It should be noted that the Town Manager generally handles land acquisition for development programs and is heavily involved in the coordination (with the Town Engineer) relating to the above mentioned development programs.

(2) Office Assistant III

This position serves as the departmental secretary and serves both the planning and engineering offices. For planning, this position serves as secretary to the Planning Board, attends meetings, takes minutes, types the minutes, coordinates and prepares the agenda package including all appropriate agenda items; assists in preparing map presentations using some drafting equipment. This position also does the typing and correspondence for both the Planning Administrator and Town Engineer, sets up and maintains the departmental files, takes phone calls and routes or handles same, establishes and maintains a map file system, compiles the monthly activities report, exercises project control for the professional staff and keeps the staff abreast of deadlines and target dates; and performs other general office routines. The present office Assistant III (incumbent) performs some technical functions (mapping presentations and the like) that would not normally be required of a secretarial position. The work load of the Office Assistant III (as indicated by the present incumbent) appears to be consistently light at the end of the month.

(3) Engineering Aides

The Engineering Aide I primarily serves in a draftsman capacity and as the instrument man on a survey party. The Engineering Aide II serves as the survey party chief (which is generally composed of three (3) men, the Engineering Aide I, one (1) person from public works, and the Engineering Aide II) and is responsible for field survey work (accumulating data from field designs) and performs simple design work. The engineering aides

are responsible for office and field duties to include construction inspection (for contract and developer initiated improvements), elevation work, location work on existing facilities, locating easements, and other field duties. Office duties include engineering drawings and simple designs, updating base maps, planimetric maps, sewer system maps, Town limit maps; and the preparation of re-zoning maps, updating the zoning map and base maps, and posts zoning changes and prepares map presentations for the Planning Administrator. Work for Planning Board meetings generally receives priority.

c. Functions and Procedures

The primary functions of the engineering office are shown as follows:

(1) Providing Technical Assistance In Connection With The Town's Continuing Annexation Program

Construction cost estimates and the annexation map are prepared for the various annexation reports (Loop Road, K-Mart, Westn Road Annexation) of the Town. Based upon a recently published growth and annexation report, the Town will be heavily involved in annexation for the next foreseeable future, possibly one annexation every three (3) years. This is due, of course, to the heavy growth of Garner and the entire Wake County area. When annexations are authorized by the Town Board, for large projects, consulting engineers are utilized to do the design work and contractors are utilized to do the construction. A major work effort of the Town Engineer is the coordination of the work of consulting engineers and contractors. Construction inspection is performed by the consulting engineering firm.

(2) Coordinating Major Capital Improvement Program

The Town is (and will be) involved in major capital improvements programs for the next foreseeable future. This includes a major water system program in conjunction with the Southern Wake Water District (includes 6 municipalities in southern Wake County). This program (5-million dollar program for Garner) is concerned with the provision of water services through the 1995 time period. This requires the coordination of consulting engineers (for design work) and contractors for actual construction.

For consulting engineers, this includes coordination with the engineers on Town requirements, materials, approves payments and resolves problems on a continuing basis. For contractors, including subdivision work, this includes visiting construction sites daily, resolves problems, approves payments, etc. This also includes a major 201 wastewater program (6-million dollar program) for Garner. The design for the system is presently 60-70% complete. Construction is scheduled possibly in March - April of 1981. The Town Engineer also coordinates with the municipalities of Raleigh and Cary with regard to street and thoroughfare improvements for a coordinated street and thoroughfare network.

(3) Coordinates (Including Design Work For) Budgeted Street, Utility and Other Improvements

The Town currently has budgeted some $252,318 for internal street and utility improvements. Such projects are either performed on a contract basis or they are performed by force account (Town forces). The Town Engineer (for contract work) prepares the contract, specifications, secures bid approvals, lets the

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contract, monitors the contract during construction, approves payments to contractors, resolves problems and the like. For force account work the Town Engineer is responsible for design of projects, field surveying, data gathering, and monitors such work in conjunction with the public works personnel. For resurfacing work (by contract) the Town Engineer prepares plans and specifications for bid, and administers the contract to include construction inspection (as required), monitoring materials used, resolves problems, and approves payments to contractors. For sidewalk construction (by contract) the Town Engineer is responsible for the same procedures as in resurfacing. The Town Engineer is also responsible for coordinating (including design work) contract administration for various other construction projects as authorized by the Town Board.

(4) Reviews Subdivision and Site Plans

The Town Engineer functions as a key member of the subdivision and site plan review committees (staff committees). This includes meeting with the Planning Administrator and other officials as required. The Town Engineer meets with the Planning Board and Board of Aldermen as may be required to explain various engineering and technical considerations of development plans.

The primary procedures of the engineering office should be formalized into procedure format and incorporated into the Town's policies and procedures manual. In addition, it would be highly desirable to depict praphically (preferably in the Council Chamber) a Project Status Control Board for use in displaying the various approved capital projects/studies for

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control and information purposes. Such information would be helpful in Town Board deliberations in order to determine the total impact of projects and studies as well as to determine progress, target dates and the like, in carrying-out projects and studies. Various information elements should include project name, project leader, authorization date, current status (phases or stages and projected completion dates), expected project completion date, and other information elements that may be desired.

d. Staffing Needs

The current (and expected) growth of the Town will require that staffing additions be made to the engineering staff. The minimum (required) staffing needs, within the next 1-3 year period, include one (1) Staff Engineer (Salary Grade 17) and one (1) Engineering Aide III (Salary Grade 13). The Staff Engineer (graduate engineer with 1-2 years experience) would be responsible for various engineering studies, contract administration, coordination with other municipalities, design work, and would direct the Engineering Aides (as required). The Engineering Aide III would be responsible for the field survey party, would perform field design work, storm drainage calculations, provide support on subdivision and site plan review, do cut and fill work, property surveys, and various other technical functions. The significance of this position is indicated by the heavy workload for technical engineering field data being generated by the current high level of subdivision improvements under construction.

Assuming the Town elects to combine the community development functions as recommended in Work Element # I, Overall

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Assuming the Town elects to combine the community development functions as recommended in work element # 1, overall

Organization and Structure, one (1) staffing option would be to reclassify the Town Engineer position to Community Development Director and Town Engineer (Salary Grade 25) and to create a new position of Assistant Town Engineer (Salary Grade 19) to head up the engineering office (in lieu of the Staff Engineer), and the Engineering Aide III. This would allow the Town to implement the reorganization with minimal cost over present (existing) staffing needs. The other staffing alternative would be to leave the present engineering staffing intact and to employ a community development director to head up the proposed new department. Under this alternative the engineering staffing needs (mentioned earlier) would still be prevalent. The first staffing option is the preferred alternative (considering cost and justification) for reorganization.

3. Code Enforcement

The Code Enforcement Department is responsible primarily for the enforcement of the various State Codes (Building Code, Residential Building Code, Electrical Code, Plumbing Code, Air Conditioning, Refrigeration and Ventilation Code); various Town Codes and Ordinances (Zoning, Minimum Housing, Nuisance Abatement, Floodway, Septic Tanks, etc.); and the Federal Energy Restriction and Temperature Program. This department is responsible for enforcement functions both within the Town and its extra territorial jurisdiction. Two (2) citizen boards are utilized in carrying-out the functions of this department, the Board of Adjustment and Housing Appeals Board.

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a. Organization

The current organization of the Code Enforcement Department is presented in Figure 8.

b. Staffing (and Staffing Duties)

The staffing of the Code Enforcement Department consists of the Chief Code Official, Office Assistant II, Zoning Enforcement Officer, and Minimum Housing Inspector. The Town contracts for the provision of electrical inspections.

(1) Chief Code Official

The Chief Code Official heads up the department and is responsible for the operations of this department. The primary duties and responsibilities include the supervision of all assigned personnel; the conduct of various technical inspections to include building, plumbing, mechanical inspections; supervision of the contract electrical inspector; functions as a member of the subdivision review and site plan review committees (as required); reviews construction plans and drawings for conformance with appropriate codes and ordinances; meets with the Board of Adjustment, and Housing Appeals Board and presents technical data, recommendations and counsel and advice as required; and makes recommendations for the revision of the Town's various enforcement related codes and ordinances including the zoning ordinance. The Chief Code Official generally spends approximately six (6) hours in the field (conducting inspections) and two (2) hours in the office during the spring and summer. During the winter months, approximately four (4) hours (average) are spent in the field and four (4) hours in the office.

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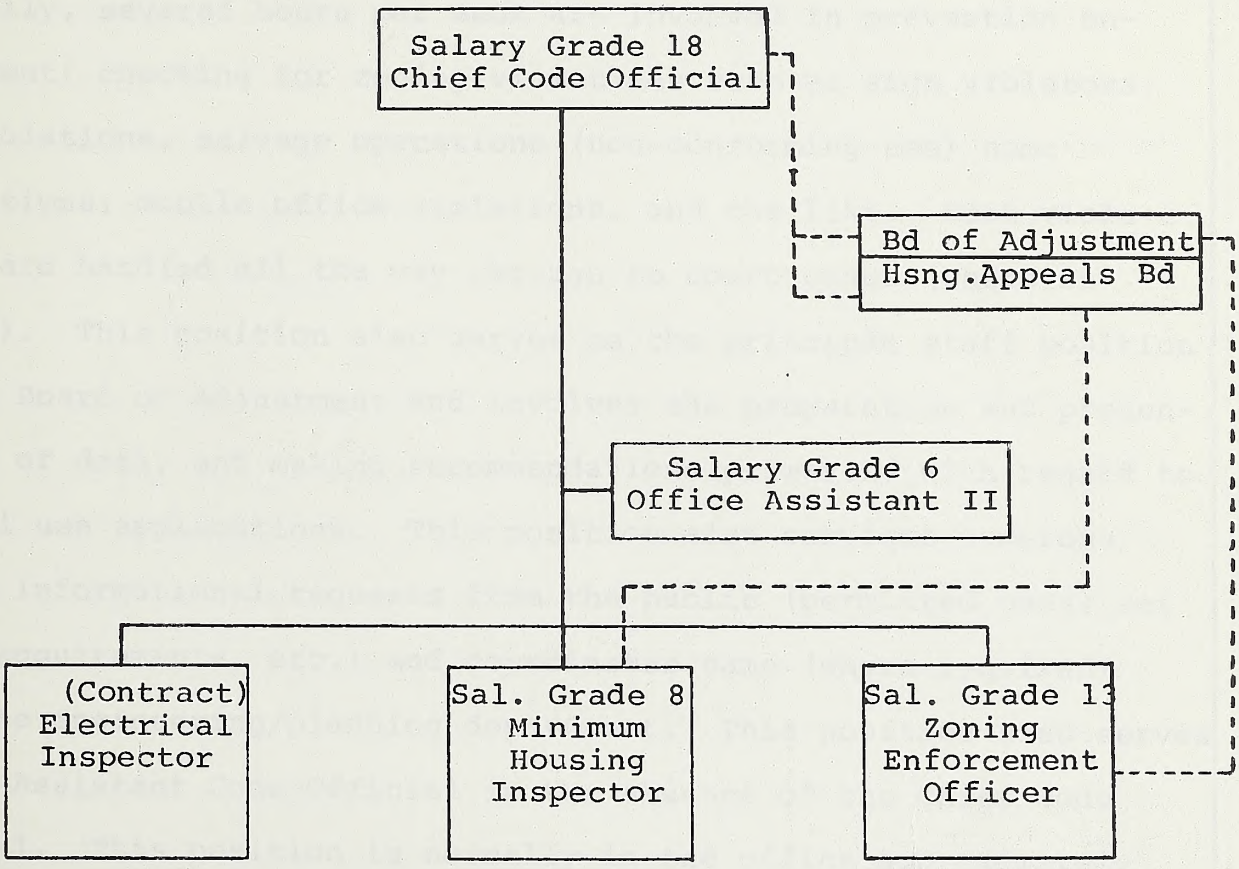
Figure 8

Current Organizational Structure
Code Enforcement Department



(2) Zoning Enforcement Officer

The Zoning Enforcement Officer is primarily responsible for zoning administration and enforcement functions. Zoning enforcement involves servicing complaints (primarily) such as nuisance abatement (trash problems, abandoned vehicles, septic tanks, mosequito problems, sanitation problems, and the like). Generally, several hours per week are involved in prevention enforcement; checking for zoning violations such as sign violators, use violations, salvage operations (non-conforming use) home occupations, mobile office violations, and the like. Such violations are handled all the way through to court cases (where required). This position also serves as the principle staff position to the Board of Adjustment and involves the preparation and presentation of data, and making recommendations primarily with regard to special use applications. This position also services numerous zoning informational requests from the public (permitted uses, set back reqquirements, etc.) and coordinates same (where required) with the engineering/planning department. This position also serves as the Assistant Code Official in the absence of the Chief Code Official. This position is normally in the office approximately six (6) hours per day and two (2) hours in the field. In this respect, the Zoning Enforcement Officer is generally in the office (to provide supervision) while the Chief Code Official is in the field conducting inspections.

(3) Office Assistant II

This position serves as the primary clerical position for the department, taking the appropriate permit applica-

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This position serves as the primary clerical position for the department, taking the appropriate permits appli-

tions, sees that same are properly filled out, plans are checked, and that permit fees are paid. This position types up the permit, prepares the inspection folder with all appropriate materials, and sees that the various inspections are properly recorded and acted upon. This position prepares all departmental records and reports and processes various inspectional records as required. This position is the secretary to the Housing Appeals Board, attends meetings, types minutes of such meetings, and processes the required materials. This position handles all typing, correspondence, and filing for the department.

(4) Minimum Housing Code Inspector

The Minimum Housing Inspector is responsible for enforcing the minimum housing code ordinance. This involves making inspections (by complaint only), researching various data for ownership verification, inspection of property, writing-up the results of the inspections, determines what sections of the Code are in violation, prepares and sends out a courtesy letter to the property owner (with notification of findings), and meets with the affected property owner and the Chief Code Official to explain the findings of the housing inspection. Appeals are taken before the Housing Appeals Board for a final decision in such matters. This position also is involved in assisting occupants to find other suitable housing quarters where same are required to vacate substandard housing units.

(5) Electrical Inspector (contract)

Presently, electrical inspections are performed on a contractual basis with the Superintendent of Inspections for

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(5) Electrical Inspector (contract)

Presently, electrical inspections are performed on a contractual basis with the Superintendent of Inspections for

Wake County. Inspections are performed before 8:30 AM and after 5:00 PM. The position works full-time with the County. Six thousand dollars ($6,000) is budgeted for this service. All electrical inspections (approximately 15-20 inspections per week or 70 inspections per month) are handled under this arrangement. An inspection folder (with the appropriate materials) is prepared by the Code Enforcement office; the inspector arranges to pick-up the inspection folder, conducts the inspections, and returns the completed inspection forms to the Code Enforcement office. The present retainer is based on a fixed amount ($250 per month) plus $8.00 per hour over 15 hours. This arrangement (at the present time) apparently works satisfactorily for the Town.

c. Functions and Procedures

(1) Technical Inspections

The Chief Code Official currently performs the majority of the technical inspections (building, plumbing, and mechanical), and same are based upon the requirements as called-for in the appropriate codes. By law, municipalities in North Carolina enforce the various State required codes (Building Code, Uniform Residential Building Code, Electorical Code, Plumbing Code, and the Heating, Air Conditioning, Refrigeration and Ventilation Code). In addition to the various State codes, the code enforcement staff enforces various Town adopted codes and ordinances (minimum housing, zoning, floodway, nuisance abatement, septic tank, etc.).

The building inspection work load (man hours of inspections) has decreased over the last several years as indicated by data developed by the Chief Code Official (see Appen-

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dix E). As can be seen from Appendix E, the building inspection man-hours per week has decreased from approximately 32 man-hours per week in 1975, to 24 man-hours per week in 1980, a decrease of 25% (approximately). The drop in work load activity is due to general economic and pricing conditions. Other work load of the department has increased (since 1975) as a result of added responsibilities (nuisance ordinance, new zoning ordinance and the minimum housing code).

Revenues (building inspection fees and charges) received by the department produce approximately 70% of the total operating revenues required for the operation of the department. This is considered to be reasonable for Garner since many activities of the department are not recoverable through fees and charges. The current schedule of fees and charges was revised (increased) two (2) years ago. The fee schedule should be revised again within the next two (2) year period. Garner's fee schedule is generally comparable with other municipalities within the County.

(2) Permits

The permitting process and procedures is handled by the Office Assistant II. The contractor/home owner makes application for the building permit; the Chief Code Official or Zoning Enforcement Officer reviews the application and appropriate building plans (as required); when approved, the Office Assistant II calculates the amount of the fee and prepares an Advisement Notice; the permit card is typed (to be posted on property); the applicant pays the appropriate fees and charges in the Finance office; applicant is given a schedule of progress showing the in-

spections due; when the contractor calls in for the required inspections, appropriate documentation is made on the Inspection Record Card; when calls for inspections come in before 10:00 AM, they are generally performed that day, calls after 10:00 AM, are scheduled for the following day; inspections are generally made (footings, ground work, etc.) within 30 minutes after the call for the inspection. The permitting and inspection process, including the appropriate procedures, appear to be satisfactory. These procedures, however, are not documented in procedure format; same should be established in procedure format and incorporated into the Town's policies and procedures manual.

(3) Subdivision and Site Plan Review

The Chief Code Official and Zoning Enforcement Officer (as appropriate) are members of the subdivision and site plan review committees. Copies of construction and site plans are made available to this department for review and comment pertaining to conformance to the appropriate enforcement codes and ordinances. The Chief Code Official expressed concern with regard to current code provisions which give him the responsibility to approve "minor" modifications to site plans (after they have been initially approved by the Board of Aldermen). He feels this should be a shared responsibility with the Planning Administrator and Town Engineer, since the term "minor" may be interpreted differently by each of the three (3). This matter, as well as other procedural matters, which requires specific actions on the part of the review committee should be established in the Town's policies and procedures manual. All basic procedures should be documented to show the steps/phases

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(4) Subdivision and Site Plan Review

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in the review process, the actions required and the responsible official or agency.

(4) Minimum Housing Code Program

The Town adopted a minimum housing code ordinance in the early part of 1980. Subsequently, the Minimum Housing Inspector conducted a "windshield survey" to determine the condition of all housing units within the Town. The survey indicated that of the total number of Town housing units (3227), 2748 units (85%) were standard, 414 units were deteriorating (13%), and 65 units were delapidated (2%). The survey was completed in April of 1980.

The present inspection program is based upon complaints only, i.e., a complaint must be received before an inspection is made. The basic procedures involved in the inspection process were presented under staffing duties of the Minimum Housing Inspector. Approximately, 30 cases (inspections indicating substandard conditions) were made from May through October, or five (5) cases (inspections) per month. One-half of the cases (15) were appealed to the Housing Appeals Board. Based upon the present practice it would take approximately 8 years (assuming complaints were made on all structures) to inspect the above mentioned number of structures which were classified as either deteriorating (414) or delapidated (65) structures. This gives a total of 479 units needing repairs (479 units ÷ 60 per year = 7.98 years). At the current inspection rate, the program will never be an effective program. The present workload (utilizing the existing inspector) could be increased from 5 per month (based upon complaints) to at least 25 inspections per month, or 300 per year, based upon a

in the review process, the actions required and the responsible activity or agency.

(4) Minimum housing code program

The town adopted a minimum housing code ordinance in the early part of 1980. Subsequently, the Minimum Housing Inspector conducted a "windshield survey" to determine the condition of all housing units within the Town. The survey indicated that of the total number of Town housing units (3,327), 2,744 units (83%) were standard, 434 units were deteriorating (13%), and 55 units were dilapidated (2%). The survey was completed in April of 1980.

The process inspection program is based upon complaints only, i.e., a complaint must be received before an inspection is made. The basic procedures involved in the inspection process were reviewed under existing duties of the Minimum Housing Inspector. Approximately, 10 cases (inspections indicating substandard conditions) were made from May through October, or five (5) cases (inspections) per month. One-half of the cases (15) were apparently in the Incorporated Town. Based upon the present practice it would take approximately 8 years (assuming complaints were made on all structures) to inspect the above mentioned number of structures which were classified as either deteriorating (434) or dilapidated (55) structures. This gives a total of 479 units needing repair (479 units ÷ 60 per year = 7.98 years). At the current inspection rate, the program will never be an effective program. The process would (utilizing the existing inspector) could be increased from 5 per month (based upon complaints) to at least 25 inspections per month, or 300 per year, based upon a

positive inspection program.

The Chief Code Official indicated that the Town envisions the performance of a more aggressive minimum housing code program, similar to the above recommendations, within the next three (3) years.

(5) Zoning Administration and Enforcement

The Town's zoning administration and enforcement program is a two-fold program (as indicated earlier); zoning enforcement deals primarily with handling complaints (mostly nuisance abatement complaints), and preventative enforcement (monitoring Town areas for zoning violations). Complaints and violations are followed-up to determine that same are corrected or appropriate legal action is taken. Approximately 75% of nuisance abatement complaints are settled without resorting to legal action. Generally, four (4) inspections are required where the nuisance is satisfied by the use of a private contractor and the subsequent attachment of a lein on the property. Nuisance complaints are heavier during the summer months. Each case requires extensive paper documentation and the maintenance of complete case files.

Zoning Administration involves providing staff and administrative assistance to the Board of Adjustment; taking appeals, data collection (as appropriate), preparation of recommendations, explaining recommendations to the Board, and follow-up as required. The Board of Adjustment considers variances, special use permits and interpretations.

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Zoning Administration involves provided staff and administrative assistance to the Board of Adjustment, taking appeals, data collection (as appropriate), preparation of recommendations, explaining recommendations to the Board, and follow-up as required. The Board of Adjustment considers variances, special use permits and interpretations.

d. Board of Adjustment

(1) Composition and Terms, Meetings

The Board of Adjustment consists of five (5) members (and 5 alternate members) appointed by the Town Board; three (3) members must reside within the Town and two (2) members reside within the extraterritorial jurisdiction of the Town. Members serve three (3) year (staggered) terms. Meetings are scheduled monthly when there is a case to be heard.

(2) Purpose

The purpose of the Board of Adjustment is to hear requests for special use permits, variances, and interpretations. Special use permits constitute the major workload activity of the Board. This involves requests to make certain uses permissible in zoning areas which presently does not permit such uses (mobile homes, service stations, etc.). Variance requests usually involve set-back problems arising where the builder has improperly placed the structure. Interpretations involve the review of the orders of the Chief Code Official. The workload for variances and interpretations are extremely low (2 variance requests in the last two (2) years, three (3) interpretations in the last two (2) years). Special use requests will average from one (1) to three (3) per month. Decisions of the Board of Adjustment are final (can be appealed to Court of Appeals).

(3) Procedure

In order to be heard before the Board of Adjustment, an application must be made to the Code Enforcement Department (prior to the first of the month in order to be heard

6. Board of Adjustment

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(3) Procedure

In order to be heard before the Board of Adjustment, an application must be made to the Code Enforcement Department (prior to the first of the month in order to be heard

that month). The Zoning Enforcement Officer serves as the primary staff person to the Board and provides the necessary data and information (including recommendations where appropriate) for the Board to consider. Presently, the Planning Board is involved in site plan approval for special use permits. This is confusing and awkward to the public and administratively, scheduling is more difficult when two (2) boards are involved. The planning and code enforcement staff are currently proposing that the Board of Adjustment be the approving authority for site plans involving special use permits. The Planning Board could be asked to review the site plan, however, it would not be required to do so. This would shorten and simplify the procedure for approving special use permits. It is recommended that this proposal by the staff be favorably acted upon.

e. Housing Appeals Board

(1) Composition, Terms, Meetings

The Housing Appeals Board consists of five (5) members and five (5) alternate members. Members serve three (3) year staggered terms; meetings are scheduled monthly when there is a case (appeal) to be heard.

(2) Purpose

The purpose of the Housing Appeals Board is to hear appeals of the decisions (orders) of the Chief Code Official as related to the enforcement of the minimum housing code ordinance.

(3) Procedure

The property owner has the perogative of appealing the decision of the Chief Code Official to the Housing Appeals

Board. A hearing date is set; the Housing Appeals Board hears both the property owner and Chief Code Official; and the Housing Appeals Board renders a decision. This decision may be appealed to the Superior Court within 30 days.

It is recommended that the Town Board consider abolishing the Housing Appeals Board and relegating this workload activity to the Board of Adjustment. The Board of Adjustment presently hears appeals from the interpretations (orders) of the Zoning Enforcement Officer. This would place all appeals within the jurisdiction of one (1) board. This action would add some additional workload (1-3 appeals cases per month) to the Board of Adjustment, however, it would reduce the need for one (1) citizen board.

f. Staffing Needs

Present staffing appears adequate to handle current workload requirements. When inspectional workload increases (building, plumbing and mechanical) to the point where an additional inspector is necessary, the Town should consider the employment of a combination inspector that can perform in a multi-purpose role (building, plumbing and mechanical inspections or some combination of same). While State certification requirements are high in this regard, it would appear to be beneficial to the Town to look for a more qualified individual and pay the difference in price. Otherwise, a part-time arrangement may be necessary, since full-time positions in each technical specialty can not be justified (based upon workload) in the near future. A combination inspector would allow the Chief Code Official to spend more time (inhouse) for im-

Board. A hearing date is set; the Housing Appeals Board hears both the property owner and Chief Code Official; and the Housing Appeals Board renders a decision. This decision may be appealed to the Superior Court within 30 days.

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F. Staffing Needs

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proved supervision and coordination of functions. The current practice of using the Chief Code Official in a major field inspection role, is not an ideal arrangement.

4. Library Baord of Trustees

The present code provisions (Chapter 8) which created the Library Board of Trustees are based upon a Town ordinance adopted in 1969. This ordinance provides that the Library Board of Trustees shall be an operational board with authority to hire a chief librarian, fix compensation for same and other operational responsibilities. The 1969 ordinance is outdated (in many aspects) at the present time and does not conform to current State laws. The present library board is an advisory board with the purpose of advising the Town Board on library matters and concerns. The Town Attorney has recently prepared a revised ordinance to correct the current discrepancies. In light of the Town Attorney's recommendations (which appear to be very sound), no additional comments will be presented.

5. Parks and Recreation Committee

The present code authority for the Parks and Recreation Committee is contained in Section 12-41 of the Town Code. Current code provisions are based upon a 1968 Town ordinance which created the committee. The present code generally establishes the Parks and Recreation Committee to be an advisory committee, however, Section 12-47, paragraph (3), refers to the committee assuming specific duties for park and recreation purposes. While such duties specified are generally of a "recommending" nature, subparagraph (2) should be revised to delete the implication that funds may be

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The present code provisions (Chapter 8) which created the Library Board of Trustees are based upon a Town ordinance adopted in 1959. This ordinance provides that the Library Board of Trustees shall be an advisory board with authority to hire a chief librarian, fix compensation for same and define operational responsibilities. The City ordinance is outdated in many respects at the present time and does not conform to current State laws. The present library board is an advisory board with the purpose of advising the Town Board on library matters and concerns. The Town Attorney has recently prepared a revised ordinance to correct the current discrepancies. In light of the Town Attorney's recommendations (which appear to be very sound), no additional comments will be presented.

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allocated to the committee. Other than the above recommendation, the present powers and duties provisions appear to be adequate.

a. Composition, Terms, Meetings

The committee is composed of eight (8) voting members (seven (7) citizen members and one (1) Town Board member); one (1) chairman, one (1) vice chairman, five (5) citizen members and one (1) member of the Town Board. Members are appointed for three (3) year staggered terms. Regular meetings of the committee are held the fourth (4th) Monday night of each month; special called meetings and meetings with the Board of Aldermen are held as required. The Parks and Recreation Director prepares an agenda for the meetings (in consultation with the Chairman of the committee) and submits same to each committee member. The Parks and Recreation Director serves as the principle staff person to the committee. Section 12-49 of the Town Code states that the committee shall act as an advisory committee to the director of parks and recreation.

b. Powers and Duties

"(a) The committee shall serve as the advisory body for the department of parks and recreation and the town.

(b) The committee shall suggest policies to the department, the manager and the board of aldermen within its powers and responsibilities as stated in this charter.

(c) The committee shall serve as a liaison between the department, the manager, the board of aldermen and citizens of the community.

(d) The committee shall consult with an advise the department, the manager and the board of aldermen in matters affecting parks and recreation policies, program, personnel, finances and the acquisition and disposal of lands and properties related to the total

community recreation program, and to its long-range, projected program for recreation.

(e) The committee shall assume duties for parks and recreation purposes as follows:

(1) Make recommendations for the establishment of a system of supervised parks and recreation for the town;

(2) Set apart for use as parks, playgrounds, recreation centers, water areas or other recreation areas and structures any lands or buildings owned by or leased to the town, and for approval by the town's authorized body, and may suggest improvements of such lands and for the construction and for the equipping and staffing of such buildings and structures as may be necessary to the parks and recreation program within those funds allocated to the committee or the department;

(3) Advise in the acquisition of lands and structures through gift, purchase, lease or loan, or by condemnation by the town as provided by Chapter 40, Eminent Domain, of the General Statutes of North Carolina and as approved by the board of aldermen;

(4) Advise in the construction, equipping, operation and maintenance of parks, playgrounds, recreation centers and all buildings and structures necessary or useful to parks and recreation functions, and will advise in regard to other parks and recreation facilities which are owned or controlled by the town or leased or loaned to the town. (Ord. No. 1173, Art. II, & VI, 3-19-68).

The role of the Parks and Recreation Committee under the Council/Manager form of government should clearly be advisory. The Town Manager should be solely responsible to the Town Board for the proper functioning and operation of the department. The

departmental director is responsible to the Town Manager. Most municipalities, however, utilize a recreation committee to advise the department, manager, and governing body on all recreation matters. The advisory role of the committee should be of an operational and planning nature, i.e., the committee should have the perogative to advise the Town in long-range recreational matters as well as current operational matters. The recommendations of the committee should generally flow from the director of the department to the Town Manager, to the Town Board. It should be the responsibility of the department director to keep the manager informed as to the recommendations of the committee and the manager would so inform the Town Board. The committee, however, may request (at its discretion) special meetings with the Town Board to discuss matters of its own choosing.

department director is responsible to the Town Manager. Most municipalities, however, utilize a recreation commission to advise the department, manager, and governing body on all recreation matters. The advisory role of the commission should be of an operational and planning nature; i.e., the commission should have the perspective to advise the Town in long-range recreational matters as well as current operational matters. The recommendations of the commission should generally flow from the director of the department to the Town Manager, to the Town Board. It should be the responsibility of the department director to keep the manager informed as to the recommendations of the commission and the manager would inform the Town Board. The commission, however, may request (at its discretion) special meetings with the Town Board to discuss matters of its own choosing.

Part II

Recommendations For Improvements

A. Introduction

This section presents various recommendations for improvement as discussed in Part I of this Work Element and in the Overall Organization and Structure Work Element. Structural and operational recommendations will both be presented, as follows:

1. Structural Recommendations

a. Combine Community Development Functions

It is highly recommended that all community development functions (planning, engineering and code enforcement as described herein) be integrated into one (1) functional department. The proposed staffing organizational structure is presented in Figure 9. The proposed functional organization is presented in Figure 10.

Under the above structure, the present Town Engineer would be classified as Community Development Director and Town Engineer. This position would become the director for the combined communicy development department. Figure 10, Proposed Organizational Structure (Functional Chart), shows the primary responsibilities of the director's position. These are presented, as follows:

- Supervision and Coordination - Supervising, directing, and coordinating the work functions of the department. The purpose here is to develop an overall viable and cohensive pattern of physical development and control services.

- Work Standards Development - This task relates

Part II

Recommendations for Improvements

A. Introduction

This section presents various recommendations for improvement as discussed in Part I of this work element and in the Imperial Organization and Structure Work Element. Structural and operational recommendations will both be presented, as follows:

1. Structural Recommendations

a. Organize Community Development Functions

It is highly recommended that all community development functions (planning, engineering and code enforcement as described herein) be interwoven into one (1) functional department. The proposed existing organizational structure is presented in Figure 9. The proposed functional organization is presented in Figure 10.

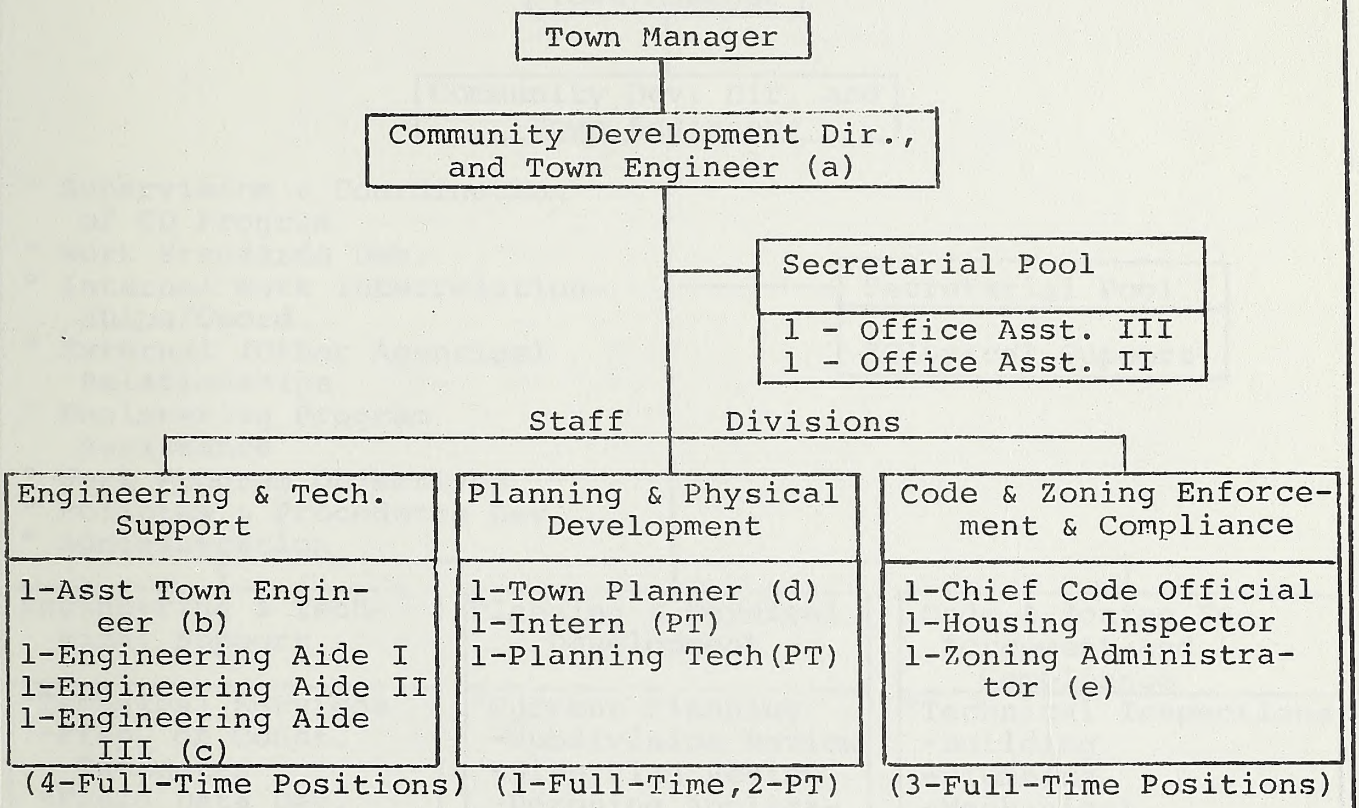
Under the above structure, the present Town Engineer would be classified as Community Development Director and Town Engineer. This position would become the director for the combined community development department. Figure 10, Proposed Organizational Structure (Functional Chart), shows the primary responsibilities of the director's position. These are presented, as follows:

* Supervision and Coordination - Supervising, directing, and coordinating the work functions of the department. The purpose here is to develop an overall visible and commanding pattern of physical development and control, involves.

* Work Readable Development - This task relates

Figure 9

Proposed Organizational Structure
Community Development Department
Staffing Chart



(4-Full-Time Positions) (1-Full-Time,2-PT) (3-Full-Time Positions)

Grand Total - 11 Full-Time Positions, 2 Part-Time

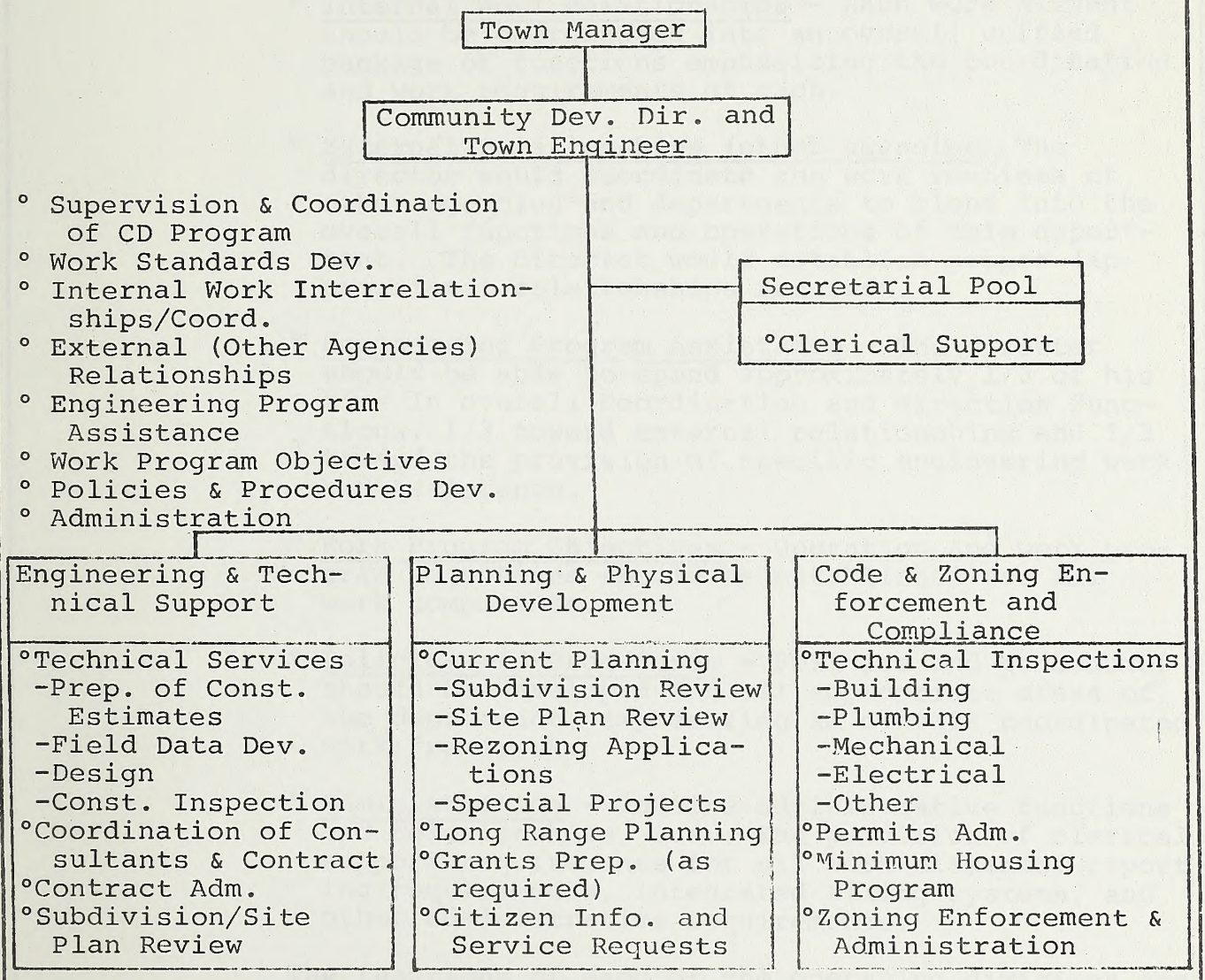
Staffing Changes Proposed:

(a) Reclassification and Salary Upgrade (from Town Engineer Salary Grade 23 to Com. Dev. Dir. and Town Eng., Salary Grade 25)
(b) Salary Grade 19 (new position)
(c) Salary Grade 13 (new position)
(d) Reclassification and Salary Upgrade (from Plng. Adm., Salary Grade 18 to Town Planner, Salary Grade 19)
(e) Reclassification and Salary Upgrade (from Zoning Enforcement Officer, Salary Grade 13, to Zoning Administrator, Salary Grade 14)

Staffing Change Summary - 2 new full-time positions, 3 reclassifications and salary upgrade.

Figure 10

Proposed Organizational Structure
Community Development Department
Functional Chart



Note: The Town Planner would continue to serve as the principal staff person to the Planning Board; and the Zoning Administrator would continue to provide the principal assistance to the Board of Adjustment. The Town Planner and Zoning Administrator should continue the close coordination required to service citizen requests for information and service.

to the development of coordinated work routines and standards between all functions of the department. Each work function should relate to the other.

- Internal Work Relationships - Each work element should be coordinated into an overall unified package of functions emphasizing the coordination and work requirements of each.

- External Relationships (other agencies) The director would coordinate the work routines of other agencies and departments to blend into the overall functions and operations of this department. The director would establish proper (appropriate) relationships required.

- Engineering Program Assistance - The director should be able to spend approximately 1/3 of his time in overall coordination and direction functions, 1/3 toward external relationships and 1/3 toward the provision of specific engineering work and assistance.

- Work Program Objectives - Operation and work program objectives should be established for all work components.

- Policies and Procedures - Policies and procedures should be developed for all appropriate areas of the department, emphasizing an overall coordinated work framework.

- Administration - Routine administrative functions and relationships, i.e., the provision of clerical support requirements for all work elements, reporting requirements, integrated filing systems, and other administrative requirements.

The functions of each of the operating divisions are reviewed and critiqued herein.

b. Operational Recommendations

(1) Development of Policies and Procedures - As recommended herein (for all 3 functions)

(2) Subdivision Review and Approval Changes - As recommended herein

(3) Site Plan Review and Approval Changes - As recommended herein

(4) Long Range Planning - See recommendations as presented herein

(5) Expanded Role of Planning Board - As recommended herein, including revision of code language to conform to current practices.

(6) Continuation of the Use of Consultants For Specialized Purposes - As recommended herein

(7) Preparation and Use of a Project Control Board - As recommended herein

(8) Modification of Existing Minimum Housing Code Program - As recommended herein

(9) Modification of Special Use Permit Procedure to Permit Site Plan Approval by Board of Adjustment - As recommended herein

(10) To Consider the Abolishment of the Present Housing Appeals Board and Allocation Of Housing Appeals to the Board of Adjustment - As recommended herein

(11) Library Board of Trustees - See recommendations as presented herein

(12) Parks and Recreation Committee - See recommendations as presented herein

c. Staffing Changes

(1) New Positions and Reclassifications - As recommended herein

(4) Town Racing Bicycles - Has recommendations as presented herein.

(5) Zoning and Board of Planning Board - As recommended herein, see limiting revision of code leaning to conform to current practices.

(6) Consideration of the Use of Consultants for Specialized Tasks - As recommended herein

(7) Preservation and Use of a Project Control Board - As the Board herein.

(8) [illegible] of Existing Minimum Housing Code Program - As recommended herein

(9) Modification of Special Use Permits Procedure to Incorporate Plan Approval by Board of Adjustment - As recommended herein

(10) Consolidation of the Responsibilities of the Planning Board and Allocation of Housing Appeals to the Board of Adjustment - As recommended herein

(11) Library Board of Trustees - See recommendations as presented herein

(12) Parks and Recreation Committee - See recommendations as presented herein

C. Ordinances

(1) Miscellaneous and Regulations - As recommended herein

APPENDIX B

SUBDIVISION APPLICATIONS

About Subdivisions

We strongly urge anyone considering selling a piece of a lot to talk with the Planning Administrator before so doing. There is frequently a misunderstanding on the part of the general public as to what a subdivision is and when subdivision approval is required. If you are dividing one piece of land into two or more lots, you are subdividing: subdivision regulations do not apply to just the several-lot residential developments. State law, and the Garner Subdivision Regulations, define a subdivision as:

> "A 'subdivision' shall include all divisions of a tract or parcel of land into two or more lots, building sites, or other divisions for the purpose, whether immediate or future, of sale or building development, and shall include all divisions of land involving the dedication of a new street or a change in an existing street..." There are four exceptions to this, which follow:
>
> "The following shall not be included within this definition nor be subject to the regulations prescribed hereinafter:
>
> 1) The combination or recombination of portions of previously subdivided and recorded lots where the total number of lots is not increased and the resultant lots are equal to or exceed the standards of the town as required by this ordinance;
> 2) The division of land into parcels greater than five acres where no street right-of-way dedication is involved;
> 3) The public acquisition by purchase of strips of land for the widening or opening of streets;
> 4) The division of a tract of land in single ownership whose entire area is no greater than two acres into not more than three lots, where no street right-of-way dedication is involved, and where the resultant lots are equal to or exceed the standards of the town, as required by this ordinance."

If your proposed division meets one of these four exceptions, it does not have to go through the entire subdivision process. Instead, it can be reviewed and signed in our office prior to recording. Please allow us two days to review your map.

Preliminary and Final Subdivision Approvals

There are two categories of subdivision approval. Preliminary plat approval, as recommended by the Planning Board and granted by the Board of Aldermen, comes after review by staff members from almost every department, and allows the developer to proceed with the construction of improvements as required. The preliminary plat covers the entire area

to be divided and/or developed. It is during the preliminary review process that initial questions on provision of recreation, storm drainage, lot platting, street alignment, utility extensions, and other concerns are answered. The final plat is to substantially conform with the approved preliminary, so what is approved at the preliminary plat stage will be very similar to what is actually built. Preliminary plat approval is valid for twelve months, and is extendable by the Planning Board if the request is made prior to the expiration date.

Final plat approval cannot be granted unless there is a valid, approved preliminary plat. The approved final plat must be recorded with the Register of Deeds prior to sale or transfer of any of the affected property. The final plat shall constitute only that portion of the preliminary plat which the subdivider proposes to record and develop at this time.

The mapping requirements and review process are detailed in the Garner Subdivision Ordinance, which follows the state statutes and the manuals of practice.

Application Materials

Preliminary: Application form: to be completed and signed by applicant (owner). Surveyor should use second page of application as checklist in preparing the preliminary plat map and should initial each item.

Maps: to be prepared by registered with registration seal. Four copies showing all the information as required by Section XI 3.2 of the Subdivision Ordinance are to be submitted.

Filing Fee: $25.00 if a two-lot division; $35.00 if 3 or more lots.

Final: Application form: to be completed and signed by applicant (owner).

Maps: Four copies, showing all information required by Section XI 4.2 of the Subdivision Ordinance, prepared by with his/her seal; Original of map.

Filing Fee: $2.00 per lot.

NOTE: A bond sufficient to cover 125% of all improvements not completed at the time of approval must be posted prior to signing of final plat map by Town officials.

If the proposed division meets the exception criteria, the original of the map should be brought in for review. This review is primarily to insure that the map is accurate and adequate to accomplish its intention, that the division does indeed fall into the exceptions, and that the lots are equal to or exceed Town standards. We will not sign the map until there has been adequate review; do not expect to get it signed while you wait. Please allow two days for our review.

Review Process

1. Receipt for fees written, maps logged in, case file set up.
   Maps distributed: one to Town Engineer, one to Planning Administrator.
   Staff Review Committee meeting set up if necessary.
   Letter advising of process and acknowledging receipt of materials is sent.

2. Review by Staff: The staff checks to insure the adequacy of the map, and advises the applicant of deficiencies and recommendations. Beyond the minimum mapping requirements, the staff reviews the plat for lot layout, adequacy of storm drainage, street system, utility servicing and extensions, recreation provisions, grading plans, floodway problems, etc.

3. Review by Planning Board and Board of Aldermen: The Planning Board reviews preliminary plats only. The Board receives our recommendations, and hears a summary of staff review comments from the Planning Administrator. The Board can recommend approval, conditional approval or disapproval.

   If the preliminary is on 25 lots or more, Parks and Recreation Committee review and recommendations is also required. The Committee recommends whether to accept land, (and which land), or a fee in lieu of land dedication.

   The Board of Aldermen reviews both preliminary and final plats, and receives a copy of the staff recommendations. The Board can approve, conditionally approve or disapprove any plat. The Board's decision on whether to accept land or a fee for recreation is final and conclusive. (See Section XIII of Subdivision Ordinance for Recreation provisions.) The preliminary plat approval is the go-ahead for construction of improvements and is valid for 12 months. The final plat approval will allow sales of property to start. No final plat can be approved until all improvements are in, or bond to cover 125% of the cost of unfinished improvements is posted.

APPLICATION FOR SUBDIVISION APPROVAL

TOWN OF GARNER, NORTH CAROLINA

Application Number _____

Date received by Town _____

IMPORTANT INFORMATION:

1. All subdivision applicants are advised to obtain a copy of the Subdivision Regulations, to proceed carefully in accordance with the required procedures and to comply fully with all regulations.

2. Required copies (6) of the preliminary plat must be submitted to the Planning Director at least 21 days before initial consideration by the Planning Board.

3. Preliminary plat approval will be followed by construction drawing approval to obtain a construction permit. Final plat approval will necessitate acceptance of facilities for maintenance by the Town; extension of any municipal services; and issuance of permits.

4. Proposed subdivisions must include platting and dedication of thoroughfares shown on official, adopted Town plans.

TYPE OR PRINT ALL REQUESTED INFORMATION

I. General Information:

Subdivision name _____

Location of subdivision _____

_____

Owner/developer _____

Address _____ Phone _____

Engineer/surveyor/planner _____

Address _____ Phone _____

Provide following information here AND on your plat:

Total acreage in tract _____ Total acreage in streets _____

Total number of lots _____ Lineal feet in streets _____

Average size of lots _____ Acreage for recreation, parks _____

Acreage of smallest lot _____ Zoning classification _____

Names of adjoining subdivisions _____

_____

Names of adjoining property owners _____

_____

_____

APPLICATION FOR SUBDIVISION APPROVAL

TOWN OF GARNER, NORTH CAROLINA

Application Number _____

Date received by Town _____

IMPORTANT INFORMATION:

1. All subdivision applicants are advised to obtain a copy of the Subdivision Regulations, to proceed carefully in accordance with the required procedures and to comply fully with all requirements.

2. Required copies (8) of the preliminary plat must be submitted to the Planning Director at least 21 days before initial consideration by the Planning Board.

3. Preliminary plat approval will be followed by construction drawing approval to obtain a construction permit. Final plat approval will necessitate acceptance of facilities for maintenance by the Town, extension of any municipal services, and issuance of permits.

4. Proposed subdivisions must include platting and dedication of thoroughfares shown on officially adopted town plans.

TYPE OR PRINT ALL REQUIRED INFORMATION

I. General Information:

Subdivision name _____

Location of subdivision _____

_____

Owner/developer _____

Address _____ Phone _____

Engineer/surveyor/planner _____

Address _____ Phone _____

Provide following information here & also on your plat:

Total acreage in tract _____ Total acreage in streets _____

Total number of lots _____ Linear feet in streets _____

Average size of lots _____ Acreage for recreation, parks _____

Acreage of smallest lot _____ Zoning classification _____

Names of adjoining subdivisions _____

_____

Names of adjoining property owners _____

_____

_____

_____

Page 2 Subdivision Application No. _____

II. Checklist of preliminary plat requirements. Applicant or preparer of plat should initial each item to indicate that the required datum has been included as part of the plat/application being submitted. Indicate "N/A" if not applicable or not existing.

General

_____ Title of plat
_____ Date
_____ North point
_____ Graphic scale
_____ Names of owners
_____ Name of engineer, surveyor, planner
_____ 1" = 200' or larger
_____ Map at least 14" x 21"
_____ Four copies of plat
_____ Sketch vicinity map
_____ Copy of deed covenants or restrictions
_____ Acreage in total tract
_____ Acreage for recreation, other land use
_____ Total number of lots
_____ Lineal feet in streets
_____ Acreage in streets

Location, on land to be subdivided and immediately adjoining property of existing and platted:

_____ Property lines
_____ Streets
_____ Buildings
_____ Water courses
_____ Railroads
_____ Transmission lines
_____ Sewers
_____ Bridges
_____ Culverts
_____ Storm drains
_____ Water mains
_____ Public utility easements
_____ Sidewalks
_____ Town limit lines

Other features and information

_____ Boundary line of tract, with all bearings and distances shown
_____ Wooded areas, marshes, other peculiar natural conditions affecting the site
_____ Names of adjoining property owners and/or subdividers
_____ Zoning classification of adjoining land
_____ Proposed streets*
  _____ Proposed street names
  _____ Proposed right-of-ways
  _____ Pavement widths
  _____ Approximate grades
_____ Proposed utility layouts*
  _____ Sewer and/or sewage disposal**
  _____ Water connection or individual water supply
  _____ Storm drainage
_____ Other proposed rights-of-way or easements
  _____ Location
  _____ Width
  _____ Purpose
_____ Proposed lot lines
_____ Proposed lot and block numbers
_____ Lot dimensions
_____ Proposed minimum building set-back lines
_____ Contours at vertical intervals of 5 feet (smaller intervals if required by Planning Board)
_____ Profiles of streets and sewers if topography greater than 10%
_____ Proposed school sites, if any
_____ Proposed recreation areas
_____ Proposed public open space

*Profiles required if topography greater than 10%.
**Where municipal sewer not available, copy of Health Department permit for septic tank required

II. Applicant's plans for meeting park, recreation, and open space requirements:

_____

_____

_____

_____

_____

IV. Transmittal and certification:

Transmitted herewith are four completed sets of the proposed subdivision maps, and the required filing fee. I certify that the preliminary plat, as drawn and submitted, is in accordance with all Subdivision Regulations, including standards of design. I understand that additional copies of the plat must be provided at applicant's cost if needed for study and review by the Town, and that a per-lot inspection fee is due at the time that a final plat is considered for approval.

In the filing of this petition, either as property owner(s) or by my (our) duly authorized agent(s), I/we do hereby agree and firmly bind myself (ourselves), my (our) heirs, executors, administrators, successors, and assignees jointly and severally to construct at my (our) expense all improvements as required by the Town of Garner Ordinances designated "Subdivision Regulations".

Signed _____ Date _____
Owner

_____ Date _____
Applicant (if different)

V. Review, recommendations, actions:

A. Required filing fee of _____ paid. Attest: _____
Date: _____

B. Review comments of Town staff/consultants (engineers, planners):

_____

_____

_____

_____

_____

C. Review and commendation of County Health Department:

_____

_____

_____

II. Applicant's plans for wooding park, recreation, and open space requirements:

_____

_____

_____

_____

_____

_____

IV. Transmittal and certification:

Transmitted herewith are four completed sets of the proposed subdivision maps, and the required filing fee. I certify that the preliminary plat, as drawn and submitted, is in accordance with all Subdivision Regulations, including standards of design. I understand that additional copies of the plat must be provided at applicant's cost if needed for study and review by the Town, and that a per-lot inspection fee is due at the time that a final plat is considered for approval.

I, the filing of this petition, either as property owner(s) or by my (our) duly authorized agent(s), I/we do hereby agree and firmly bind myself (ourselves), my (our) heirs, executors, administrators, successors, and assignees jointly and severally to construct at my (our) expense all improvements as required by the Town of Warren Subdivision Regulations "Subdivision Regulations".

Signed _____ Date _____
Owner

_____ Date _____
Applicant (if different)

V. Review, recommendations, actions:

A. Required filing fee of _____ paid. Attest: _____
Date: _____

B. Review comments of Town staff/consultants (engineers, planners):

_____

_____

_____

_____

_____

_____

C. Review and recommendation of County Health Department:

_____

_____

_____

Page 4 of Subdivision Application No. _____

D. Review and recommendation of Department of Transportation district engineer:

_____

_____

_____

E. Recommendation(s) of Parks and Recreation Committee:

_____

_____

_____

_____

_____

_____ Signed: _____

F. Action of Planning Board:

_____

_____

_____

_____

_____

_____

_____

_____

_____ Chairman: _____ Date: _____

G. Action of Board of Aldermen:

_____

_____

_____

_____

_____

_____

_____

_____ Mayor: _____ Date: _____

APPENDIX B

APPLICATION FOR FINAL PLAT APPROVAL
TOWN OF GARNER, NORTH CAROLINA

Application Number _____

Date Received By Town _____

IMPORTANT INFORMATION:

1. All subdivision applicants are advised to obtain a copy of the Subdivision Regulations, to proceed carefully in accordance with the required procedures and to comply fully with all regulations.

2. Required copies (4) of the final plat must be submitted to the Planning Director at least 21 days before consideration of the Board of Aldermen.

3. Final plat approval will necessitate acceptance of improvements, or posting of bond in lieu of; extension of any municipal services, and issuance of permits.

TYPE OR PRINT ALL REQUESTED INFORMATION:

SUBDIVISION NAME _____ SECTION _____

LOCATION _____

OWNER/DEVELOPER _____

ADDRESS, PHONE _____

ENGINEER/SURVEYOR _____

ADDRESS, PHONE _____

TOTAL ACREAGE _____ TOTAL NO. LOTS _____ LINEAL FT. IN STREETS _____

Signed _____ Date _____
Applicant

_____
Address

_____ Date _____
Owner (If Different)

_____
Address

APPENDIX B

APPLICATION FOR FINAL PLAT APPROVAL
TOWN OF GARNER, NORTH CAROLINA

Application Number _____

Date Received By Town _____

IMPORTANT INFORMATION:

1. All subdivision applicants are advised to obtain a copy of the Subdivision Regulations, to proceed carefully in accordance with the required procedures and to comply fully with all regulations.

2. Required copies (4) of the final plat must be submitted to the Planning Director at least 21 days before consideration of the board of Aldermen.

3. Final plat approval will necessitate acceptance of improvements, or posting of bond in lieu of, execution of any municipal services, and issuance of permits.

TYPE OR PRINT ALL REQUESTED INFORMATION:

SUBDIVISION NAME _____ SECTION _____

LOCATION _____

OWNER/DEVELOPER _____

ADDRESS, PHONE _____

ENGINEER/SURVEYOR _____

ADDRESS, PHONE _____

TOTAL ACREAGE _____ TOTAL NO. LOTS _____ LINEAL FT. IN STREETS _____

Signed _____ Date _____
Applicant

_____
Address

_____ Date _____
Owner (If Different)

_____
Address

APPENDIX C

SITE PLAN APPLICATIONS

About Site Plans

Site plan approval is needed for all new construction except for one or two family dwellings. Site plan review may be required for additions, or modifications to existing buildings, or if a different use is proposed for an existing building. Check with the Planning Administrator if there is a question.

The building and site is to be developed as per the approved plan. There is no expiration to site plan approval. If, however, a change to the approved plan is desired, re-review by the Board of Aldermen may be necessary. The Building Inspector determines whether proposed minor changes will necessitate Board re-review, and is to be guided in this determination by common sense and the criteria specified in Section 9.3.E of the Zoning Ordinance. If the plans and conditions as approved are not complied with, the plan becomes void, no further building permits or certificates of compliance shall be issued, and the structures shall be regarded as non-conforming uses.

Site plan applications are submitted to the Planning Administrator. The process takes, from the submission date, a minimum of 4 weeks, and is comprised of the following major steps:

- Application submission (no later than 21 days prior to Planning Board Meeting)

- Staff review, review comments forwarded to applicant, revision of maps by applicant, staff review of revised maps

- Planning Board recommendation (1st Wednesday after 2nd Tuesday each month)

- Board of Aldermen decision (3rd Tuesday)

The Board can approve, conditionally approve or disapprove, a site plan application. If the plan is disapproved the reasons for the Board's actions are entered into the minutes.

Application Materials

Application form: to be completed and signed by applicant.

Maps: to be prepared by an architect, land surveyor, landscape architect or engineer licensed to practice in the State of North Carolina. That persons seal shall be on each copy of the plan. Maps shall be drawn to a scale of 1"=50' or larger and give the basic locational information, along with the following, as applicable:

a) location, arrangement and dimensions of automobile parking space, width of aisles, width of bays and angle of parking;

b) location, dimensions and arrangement of truck loading and unloading spaces and docks;

APPENDIX C

SITE PLAN APPLICATIONS

About Site Plans

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The building and site is to be developed as per the approved plan. There is no exception to site plan approval. If, however, a change to the approved plan is desired, re-review by the Board of Aldermen may be necessary. The Building Inspector determines whether proposed minor changes will necessitate Board re-review, and is to be guided in this determination by common sense and the criteria specified in Section 9.3.E of the Zoning Ordinance. If the plans and conditions as approved are not complied with, the plan becomes void, no further building permits or certificates of compliance shall be issued, and the structures shall be regarded as non-conforming uses.

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- Application submission (no later than 21 days prior to Planning Board Meeting)

- Staff review, review comments forwarded to applicant, revision of plans by applicant, staff review of revised maps

- Planning Board recommendation (1st Wednesday after 2nd Tuesday each month)

- Board of Aldermen decision (2nd Tuesday)

The Board can approve, conditionally approve or disapprove a site plan application. If the plan is disapproved the reasons for the board's actions are entered into the minutes.

Application Materials

Application Form: to be completed and signed by applicant.

Maps: to be prepared by an architect, land surveyor, landscape architect or engineer licensed to practice in the State of North Carolina. That seal shall be on each copy of the plan. Maps shall be drawn to a scale of 1"=50' or larger and give the basic locational information, along with the following, as applicable:

a) location, arrangement and dimensions of automobile parking space, width of aisles, width of bays and angle of parking;

b) location, dimensions and arrangement of truck loading and unloading spaces and docks;

c) location and dimensions of streets, vehicular entrances, exits and drives;

d) location and dimensions of pedestrian entrances, exits, walks, and walkways;

e) general drainage system;

f) location and materials of walls, fences and proposed signs;

g) ground cover, topography, slopes, banks and ditches;

h) the proposed location, dimensions and proposed setbacks of primary and accessory buildings an- structures;

i) dimensions of lots, zoning of lot and adjacent property, location of easements;

j) any additional information required by administrative and legislative officers in order to determine whether the required findings can be made.

Evidence of compliance with Sedimentation and Erosion Control Ordinance: grading permit or preliminary approvals from Wake County Department of Natural Resources (755-6838).

The Process

1. Receipt of Application

   Maps logged in, case file set up;
   Maps distributed: one to Code Enforcement, one to Town Engineer, one to Planning Administrator;
   Review Meeting set;
   Letter sent to applicant acknowledging receipt of materials and advising of process.

2. Review by Staff

   Staff checks to insure the following are indicated and complied with:

   Site information (zoning, dimensions, etc.)
   District regulations (set backs, etc.)
   Sufficient parking, handicapped parking, loading and adequate provision for traffic circulation
   Driveway regulations; location concerns
   Walkways
   Handicapped access to buildings
   Drainage (topography is to be shown on maps)
   Utility connections.

c) location and dimensions of streets, vehicular entrances, exits and drives;

d) location and dimensions of pedestrian entrances, exits, walks, and walkways;

e) general drainage system;

f) location and materials of walls, fences and proposed signs;

g) ground cover, landscaping, slopes, banks and ditches;

h) the proposed location, dimensions and proposed setbacks of primary and secondary buildings and structures;

i) dimensions of yards, zoning of lot and adjacent properties, location of easements;

j) any additional information required by administrative and legislative officers in order to determine whether the required findings can be made.

Evidence of compliance with Sedimentation and Erosion Control Ordinance, including permits or preliminary approvals from Wake County Department of Natural Resources (755-6830).

The Process

1. Receipt of Application

Have logged in, case file set up;
Many distributed: one to Code Enforcement, one to Town Engineer, one to Planning Administrator;
Review Meeting set;
Letter sent to applicant acknowledging receipt of materials and advising of process.

2. Review by Staff

Staff checks to assure the following are indicated and complied with:

Site information (zoning, dimensions, etc.)
Ordinance requirements (see below, etc.)
Sufficient parking, handicapped parking, loading and adequate provision for traffic circulation
Driveway regulations, location concerns
Walkways
Handicapped access to buildings
Drainage (topography is to be shown on maps)
Utility connections.

Our review recommendations and comments are expressed to the applicant preferably by both phone and mail. A memo summarizing staff comments and recommendations is prepared for the Boards.

3. Review by Planning Board and Board of Aldermen

The Planning Board will have received a copy of the map with their agenda materials. The Planning Administrator summarizes the review comments. The Board can recommend approval, conditional approval or disapproved of the plan.

The Board of Aldermen receive a copy of the staff review comments and the Planning Board's recommendations, and can approve, conditionally approve or deny the application.

APPENDIX D

REZONING APPLICATIONS

About Rezonings

We recommend that those considering filing a rezoning application talk with the Planning Administrator. All rezonings are set up for a public hearing held on the first Monday of every month. In order to meet advertisement and background information deadlines, we take applications up to the fifth working day of one month for a hearing on the first Monday of the following month.

This process takes, from the submission date, about six weeks, and is comprised of the following major steps:

- Application submission (by 5th working day of Month A)
- Advertisement and notification
- Public hearing (1st Monday of Month B)
- Planning Board recommendation (1st Wednesday after 2nd Tuesday of Month B)
- Board of Aldermen decision (following Tuesday of Month B)

The Board can approve or disapprove a rezoning request. Rezoning requests on the same property can be made up to four times on any 12 month period. Formal opposition to a rezoning request in the form of a petition, as detailed in Section 12.7 of the Zoning Ordinance requires a 3/4 majority, instead of 2/3, to approve the request.

Application Materials

Application form: to be signed by applicant. Anyone can file a rezoning request on any piece of property, regardless of ownership.

Legal description: to be recorded at Register of Deeds if request approved. It details exactly and specifically the location and extent of the rezoning.

Map: preferably a survey map. It must be accurate enough that the legal description can be drawn up from it.

Filing Fee: $60.00. This helps defray the cost of advertising the case and the staff time involved.

The Process

1. Receipt of Application

   Receipt for filing fee made out; maps logged in and stamped; folder set up, Legal Notice written, advertisement dates set. Letter sent to applicant acknowledging receipt of application, setting meeting dates, and advising of process. Mailing list of property owners within 300' of rezoning site made up from tax record information. Certified letters, containing copy of legal notice, location map, and zoning categories chart, mailed to the property owners within

300' of rezoning site. Property is posted with sign listing hearing time and date and zoning requested.

2. Preliminary impact statement written up. This describes the site, the neighborhood character, existing access, utility services, land use plan compatability and notes any possible development problems or concerns.

3. If a protest petition is filed, it must meet the following to be valid and so force a 3/4 majority rather than a 2/3 majority vote:

   a) must be a written petition actually bearing signatures of requisite number of property owners

   b) must state that petition signers protest the proposed change

   c) must be received by Town Clerk at least two work days (excluding Saturday, Sunday, legal holidays) before the date established for the hearing

   d) must be sufficient; that is, it must be signed by owners of

      - 20% or more of area of lots included in proposed change

      - 20% or more of lots immediately adjacent either in the rear, on either side within 100'

      - 20% or more of lots directly opposite extending 100' from street frontage.

4. The Public Hearing is a joint hearing with the Board of Aldermen and the Planning Board, the 1st Monday of each month, held at 7:30 p.m. in the Board Meeting Room at Town Hall.

   The Mayor announces the hearing and application request. The property location is defined by word and map, and the preliminary impact statement is summarized. The Mayor opens the hearing to those who wish to speak in favor of or against the application. Any member of either Board may ask questions of the staff or those speaking for or against the request. The request is then referred to the Planning Board for their recommendation at their next meeting. (A reminder of the next meeting dates is sent to the applicant.)

5. The Planning Board Meeting is regularly the 1st Wednesday after 2nd Tuesday each month. The Planning Administrator summarizes the Impact Statement and any other pertinent information and answers questions the Planning Board may have. The Planning Board recommends approval or denial of the request, stating its reasons for its recommendations. (Notification of this recommendation is sent to the applicant.)

6. The Board of Aldermen meet the following Tuesday and will either approve or deny the application, stating its reasons for the decision. (Notification of this action is sent to the applicant.) If approval is given, the legal description is incorporated into the adopting ordinance and is recorded at the Courthouse, and the change is recorded on our (original) Zoning Map. These case file records are kept.

APPENDIX D

BEFORE THE BOARD OF ALDERMEN OF

THE TOWN OF GARNER, NORTH CAROLINA

EXHIBIT A

TO PETITION TO AMEND THE OFFICIAL ZONING MAP

Petition No.: _____ Date Filed: _____

TO THE PLANNING BOARD AND THE BOARD OF ALDERMEN:

I/we, the undersigned, do hereby make application and petition the Board of Aldermen of the Town of Garner to amend the Zoning Ordinance and to change the Official Zoning Map of the Town of Garner and its Extraterritorial Jurisdiction as hereinafter requested, and, in support of this application, the following required facts are shown: (Type or Print Clearly)

1. Petitioner(s): _____

   Address: _____ Phone: _____

   Interest in Property: _____
   (owner, part owner, interested citizen, planning agency)

2. Description of Property Sought to be Rezoned:

   a. Location Description: _____

   _____

   b. Frontage: _____ Depth: _____

   c. Wake County Tax Map Number: _____ Tax Map Parcel(s): _____

   d. Subdivision: _____ Block/Lot No.: _____

   e. Acreage: _____ f. Current Use of Property: _____

   _____

   g. The property sought to be rezoned is owned by _____
   _____ as evidenced by deed from _____
   _____, recorded in Book of Deeds _____
   Page _____, Registry of Wake County.

3. Zoning Map Amendment Being Sought:

   a. Present Zoning Classification of Property: _____

   b. Requested Rezoned Classification: _____

4. Attached or enclosed are two copies of a survey map of the property requested rezoned bearing the certification of a registered engineer, surveyor, or land planner as to its accuracy. (IMPORTANT: It is the Town's policy that maps of areas petitioned to be rezoned include adjacent, street, highway, and railroad rights-of-way up to their centerlines, unless there are strong planning considerations for waiving this policy. The inclusion of the adjacent half of bordering rights-of-way prevents these areas from becoming neglected islands in establishing zoning classifications.)

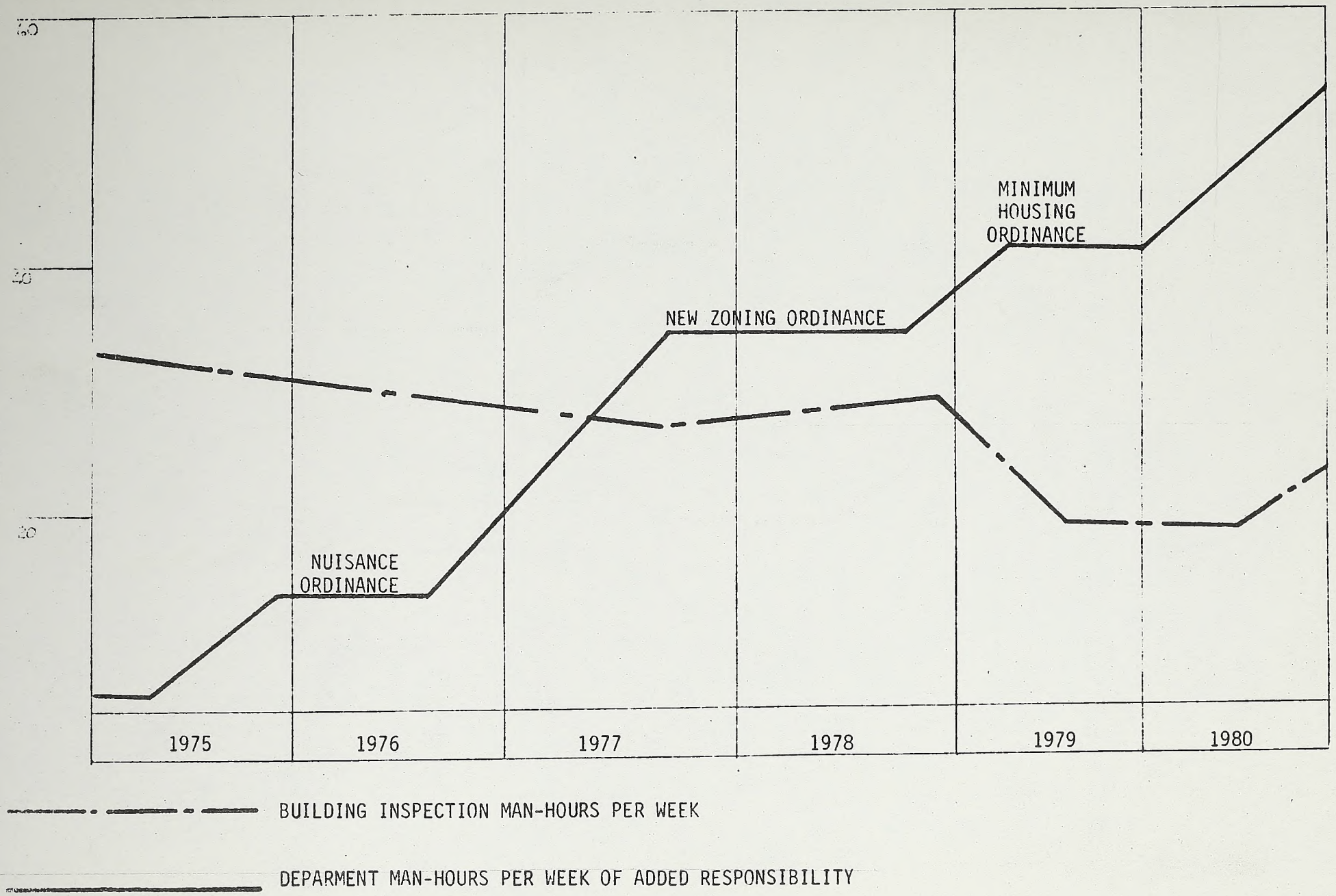
5. Attached or enclosed is a typed or clearly printed written legal description of the area petitioned to be rezoned, describing the area by metes and bounds.

6. Attached or enclosed is a copy of the Wake County Tax Map (preferably 1"=200' scale) of which this property is a part, with the property and proposed zoning clearly shown and all zoning in the vicinity shown.

7. The required filing fee of $60.00 is attached or enclosed.

8. Name and Address of Applicant _____

   Signature of Applicant _____

APPENDIX E

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